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ABSTRACT

This report fulfills the annual reporting requirements of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 as amended, and describes the Office of Juvenile Justice and Delinquency Prevention's (OJJDP) efforts to carry out the broad mandates of the JJDP Act during fiscal year 1991. The report begins with an explanation of the structure of the Office within the Department of Justice, the statutory requirements, and then provides an overview of the juvenile justice system to assist those who desire a greater understanding of juvenile justice. The report further provides case illustrations, highlighted descriptions of key programs, and summary reports on recent studies and developments among the Nation's youth. The nine chapters focus on these specific topics: (1) confronting violence, drugs and gangs; (2) reducing illiteracy and educational deficits; (3) reclaiming communities; (4) entering the juvenile justice system; (5) detaining and supervising offenders; (6) meeting the statutory mandates; (7) focusing on exemplary programs and state plans; (8) determining directions and reporting results; and (9) missing and exploited children. The appendix lists OJJDP-funded projects during fiscal year 1991. (ABL)

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U.S. Department of Justice
Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention

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JUVENILE JUSTICE

1991

ANNUAL REPORT

OJJDP

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OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

Office of Juvenile Justice and Delinquency Prevention 1991 Annual Report

U.S. Department of Justice
Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention

The Office of Juvenile Justice and Delinquency Prevention is a component of the Office of Justice Programs, which also includes the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, and the Office for Victims of Crime.

People think the problem in our world is crack or suicide or babies having babies; and those are symptoms. The disease is a kind of moral emptiness, though. And we cannot continue producing generations born numbly into despair, finding solace in a needle or a vial. If, as President, I had the power to give just one thing to this great country, it would be the return of an inner moral compass nurtured by the family and valued by society.

President George Bush
Remarks at the Veterans Affairs Medical Center, Philadelphia, PA
September 12, 1991

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PART I

INTRODUCTION

◆ FOREWORD FROM THE ADMINISTRATOR ◆

The Office of Juvenile Justice and Delinquency Prevention (OJJDP), established by the President and Congress through the Juvenile Justice and Delinquency Prevention Act of 1974 (JJDP Act), provides national leadership to help the Nation address the issues of juvenile delinquency. As the lead Federal agency for all matters pertaining to juvenile justice and delinquency prevention, OJJDP works to provide leadership, coordination and resources to the juvenile justice system.

This report fulfills the annual reporting requirements of the JJDP Act, as amended, and describes OJJDP's efforts to carry out the broad mandates of the JJDP Act during Fiscal Year 1991. The report begins with an explanation of the structure of the Office within the Department of Justice, our statutory requirements, and then provides an overview of the juvenile justice system to assist those who desire a greater understanding of juvenile justice. The report further provides case illustrations, highlighted descriptions of key programs and summary reports on recent studies and developments among our Nation's youth.

The accomplishments of OJJDP during Fiscal Year 1991 under the leadership of former Administrator Robert W. Sweet, Jr. should be readily apparent to the reader. OJJDP has led in areas of policy and program development, research and statistical studies, information dissemination, and provision of training and technical assistance.

As this Annual Report demonstrates, OJJDP funds a broad array of initiatives that benefit the juvenile justice system as a whole as well as the individual youth-serving agencies. Juvenile justice professionals from each component of the system — law enforcement, juvenile and family courts, prosecution, probation, corrections and detention, schools, and social services — all derive benefits from OJJDP-funded projects. OJJDP's priority interest is to help these components work together effectively at the community level.

The increasingly serious and violent nature of juvenile crime today calls each of us to the urgency of the hour. It is critical that we bring greater vision, cohesion and coordination to our efforts in the juvenile justice system. We must intensify our efforts to bring our young people to a clearer sense of accountability for their actions. At the same time we must work just as diligently to prevent children from becoming delinquents and intervene and rehabilitate them when they do. Working together, we can improve their prospects for a future as sound, moral and law-abiding citizens. This is a concern that weighs on the hearts of all Americans.

OJJDP's role promises to be just as vital as in the past — if not more so. I look forward to the opportunity to work for the betterment of the youth of America through OJJDP in the coming year.

Gerald (Jerry) P. Regier
Administrator (Designate), OJJDP

◆ STRUCTURE OF THE OFFICE ◆

The Administrator of the Office of Juvenile Justice and Delinquency Prevention is appointed by the President by and with the advice and consent of the U.S. Senate. The JJDP Act charges the Administrator with responsibility for implementing and coordinating overall policy for Federal juvenile delinquency programs.

Each year, grants, contracts, cooperative agreements and interagency agreements are awarded in order to carry out OJJDP's mission to "improve the quality of juvenile justice in the United States." Throughout its history, OJJDP has provided a vital service to States, communities, juvenile justice professionals, organizations, and young people. The Administrator must focus available Federal funds on effective initiatives that prevent and control delinquency.

The Missing Children's Assistance Act of 19484 was passed as Title IV of the JJDP Act, designating OJJDP as the central coordinating agency in all matters pertaining to missing and exploited children. The Missing Children Program funds research, provides training and technical assistance and operates a national resource center, toll-free telephone line, and clearinghouse to aid in the recovery of missing children nationwide.

OJJDP administered the State Formula Grants Program and funded over 100 projects through the Discretionary Grants Program, as described in the Appendix, during Fiscal Year 1991 to fulfill OJJDP's statutory mandates. These responsibilities are carried out through the five OJJDP divisions:

- **The State Relations and Assistance Division** oversees the formula grant program, monitors States' compliance with the mandates of the JJDP Act, and provides training and technical assistance to participating States.

- **The Special Emphasis Division** develops promising approaches to delinquency prevention, treatment, and control by selecting, demonstrating and testing specific program initiatives.

- **The Research and Program Development Division** pursues a comprehensive research agenda, developing knowledge about special problems, monitoring trends, and analyzing practices of the juvenile justice system.

- **The Training, Dissemination, and Technical Assistance Division** develops technical assistance and training programs for juvenile justice professionals.

- **The Information Dissemination Unit** assists with the preparation, publication, and dissemination of information on juvenile delinquency and missing children.

OJJDP is part of the Office of Justice Programs (OJP) within the U.S.

Department of Justice. The Department of Justice, through OJP, is modeling a coordinated approach in order to more efficiently and effectively work in partnership with communities. OJP is headed by an Assistant Attorney General, who by statute and delegation of authority from the Attorney General establishes and guides OJP policy and priorities, and promotes and facilitates coordination among the five component Bureaus including OJJDP, the Bureau of Justice Assistance (BJA), The Bureau of Justice Statistics (BJS), the National Institute of Justice (NIJ), and the Office for Victims of Crime (OVC).

OJP bureaus coordinate their resources and expertise to maximize and broaden the impact of funded programs. By working together to produce collaborative program plans, OJP bureaus seek each year to identify and fund related program initiatives. This partnership concentrates Federal efforts on the objectives and goals of the President's National Drug Control Strategy, as well as the priorities of the Attorney General, and fosters needed improvements in the Nation's criminal justice system.

Program activity throughout OJP bureaus during Fiscal Year 1991 was directed toward ten priority areas defined by the Assistant Attorney General, Office of Justice Programs:

- Intermediate Sanctions (User Accountability)
- Gangs and Violence
- Evaluation
- Prevention and Education
- Multijurisdictional Task Forces
- Community-Based Policing
- Community-Based Programs
- Drug Testing
- Victims
- Information Systems, Support and Statistics

During Fiscal Year 1991, OJJDP directed its resources to promote innovation and foster improvements in each of the above areas, as described throughout this report. Titles of OJJDP-funded programs appear in bold. A number of reports produced by OJJDP grantees are referenced in this Annual Report. Those cited as "forthcoming" will be made available in 1992 as noted on page 187.

Law enforcement alone cannot reclaim our cities from the clutches of violent crime. Nor can law enforcement ever replace the instillation of values in our communities. Only an approach combining tough law enforcement with physical, moral, and educational revitalization of high crime areas offers the prospect of a safer America.

Attorney General William P. Barr
Speech to the Boys and Girls Clubs of America Recognition Luncheon

◆ Annual Reporting Requirements ◆

Each year the Administrator of OJJDP is required to fulfill the annual reporting requirements defined in the JJDP Act. By law, the Administrator is required to submit reports to the President, the Speaker of the House of Representatives, and the President pro tempore of the Senate. The JJDP Act specifies fourteen annual reporting requirements for OJJDP [Sec. 207, Sec. 404(a)(5)]. Five reporting requirements pertain to OJJDP and seven pertain to the Missing Children Program within OJJDP. This report responds to each of the fourteen annual reporting requirements summarized below. The required information for Fiscal Year 1991 appears in various parts of the report as identified.

TITLE II – JUVENILE JUSTICE AND DELINQUENCY PREVENTION

Sec. 207(1)	A summary and analysis of the most recent data available regarding juveniles taken into custody.	Chapter 5 pp. 79-80, 89-91
Sec. 207(2)	A description of programs funded under Part A of the JJDP Act, including activities of the Coordinating Council on Juvenile Justice and Delinquency Prevention.	Throughout the report Introduction Appendix
Sec. 207(3)	A description of States' compliance with the mandates of Part B of the JJDP Act.	Chapter 6
Sec. 207(4)	A description and evaluation of programs funded under Parts C and D of the JJDP Act, with recommendations on their suitability for replication.	Throughout the report Appendix
Sec. 207(5)	A description of exemplary delinquency prevention programs for which assistance is provided under this title.	Chapter 7

TITLE IV – MISSING CHILDREN

Sec. 405(a)(5)(A)	A comprehensive plan for the succeeding fiscal year.	Chapter 9 (throughout) p. 162
Sec. 405(a)(5)(B)	A summary of effective models of Federal, State, and local cooperation in recovering missing children.	Chapter 9 (throughout) pp. 160-161
Sec. 405(a)(5)(C)	A summary of effective program models that aid missing children and their families.	Chapter 9 (throughout)
Sec. 405(a)(5)(D)	A summary of how resources were provided during the fiscal year to carry out the responsibilities pursuant to this title.	Chapter 9 (throughout)
Sec. 405(a)(5)(E)	A description of the telephone calls received in the preceding year over the national toll-free telephone line, and those referred to the communication system for runaway and homeless youth.	Chapter 9 p. 153
Sec. 405(a)(5)(F)	A description of the activities of the national resource center and clearinghouse.	Chapter 9 pp. 151-153
Sec. 405(a)(5)(G)	A description of all the programs for which assistance was provided during the fiscal year.	Chapter 9 (throughout)
Sec. 405(a)(5)(H)	A summary of the results of research completed during the fiscal year.	Chapter 9 pp. 148-151
Sec. 405(a)(5)(I)	A summary of assistance provided to clearinghouses.	Chapter 9 p. 159

Leadership through the Coordinating Council

To aid Federal agencies in developing cooperative partnerships, the JJDP Act mandated the creation of the Concentration of Federal Effort Program (CFE). CFE promotes interagency cooperation and eliminates duplicate efforts at the Federal level. Activities of CFE are carried out principally through the Federal Coordinating Council on Juvenile Justice and Delinquency Prevention. The Department of Justice provides leadership for the Coordinating Council, as the Council is chaired by the Attorney General. The Coordinating Council vice-chairman is the Administrator of OJJDP.

The Coordinating Council is composed of the heads of 17 statutory member agencies, each of which addresses youth concerns in their respective policy areas. Eleven other agencies participate voluntarily. Meeting quarterly as a collective body, the Council can form a comprehensive approach to addressing current critical and emerging youth issues.

Coordinating Council agencies collaborated in Fiscal Year 1991 to produce *Juvenile Alcohol and Other Drug Abuse: A Guide to Federal Initiatives for Prevention, Treatment, and Control*. This document describes 112 Federally-funded projects designed to increase public awareness and advise young people, parents, teachers, and youth-serving professionals about how to combat drug abuse. These programs are funded by 16 separate Federal agencies, but they address the same problems. Through such coordinated efforts, the Coordinating Council is working to bring juvenile justice policy into focus on a national level.

Just as agencies at the community level must come together to confront drugs, crime, and delinquency, efforts at the Federal level must be unified as well. The Coordinating Council is working to make this happen.

The JJDP Act requires the Coordinating Council to make recommendations, at least annually, to the President and the Congress concerning "the coordination of overall policy and development of objectives and priorities for all Federal juvenile delinquency programs and activities" [Sec. 207(2)]. The 1991 recommendations are:

1) Federal agencies should continue to address the problems of illiteracy, low academic achievement, school dropout, and school discipline through aggressive and innovative programs. Agencies should increase their efforts to establish public and private partnerships to improve youth employability and self-sufficiency. Programs should be supported and strengthened that provide for remedial education, special education, literacy training, and transition services for adjudicated

youth, including those with disabilities, who are in community programs and for those confined in correctional institutions.

2) Federal agencies should develop and implement programs that will impact and determine the causes of juvenile delinquency and promote law-abiding, healthy, and successful youth activities. Programs should address such issues as drug abuse, juvenile gangs, unhealthy behaviors, peer pressure, employment, runaway and homeless youth, and dysfunctional families.

3) Federal agencies should ensure that their policies and programs include specific measures to strengthen families and encourage accountability among parents and children.

4) Federal agencies should continue to provide leadership in addressing the national problem of gang-related juvenile crime and gang-related drug trafficking through aggressive and multi-jurisdictional policies and programs. The Coordinating Council should continue to serve as a conduit for sharing information on effective prevention and intervention strategies and for facilitating networking and communications among jurisdictions with gang-related crime.

5) Federal agencies should continue to pool their expertise and resources to support comprehensive anti-drug projects that focus on known risk factors that make youth vulnerable to using and selling illegal drugs and alcohol. The Coordinating Council, in concert with the policies and strategies established by the Office of National Drug Control Policy, should continue its efforts toward developing and implementing interagency responses to the problem of alcohol and other drug abuse among youth.

6) Federal agencies should continue to work together to serve the interests of missing, exploited, and homeless children and their custodial parents. Efforts should be made to enhance cooperation among information networks at the Federal, State, and local levels critical to the safe recovery of missing, runaway, and homeless children.

7) Federal agencies should continue to work together to establish prevention, intervention, treatment, and correctional activities and programs for juvenile sex offenders and programs to address the needs of victims.

8) Federal agencies should develop programs targeting low income neighborhoods which provide safe and decent environments free from violence and crime. Incentives should be created to leverage comparable law enforcement and social services in direct proportion to the needs of targeted populations. Residents should be included in the planning and delivery of comparable services to mobilize a successful coordinated strategy for their respective communities.

◆ THE JUVENILE JUSTICE SYSTEM ◆

The juvenile justice system is a complex network of public and private agencies operating at the Federal, State, and local levels, whose objective is to provide a broad range of services to juveniles and their families. These agencies seek to prevent formal contact by juveniles with juvenile justice system components and to assist the system in identifying and serving the needs of troubled and troublesome juvenile offenders once contact with the system has occurred.

Generally, a juvenile comes into contact with the juvenile justice system when he "break(s) through the community's tolerance level."* When this occurs and a complaint is made, the juvenile justice system usually responds with an investigation by a law enforcement officer. This process has been described as follows:

> The officer initiates an investigation either because he or she observes a law violation personally or because it is brought to the officer's attention. Once the officer decides to intercede in the life of a juvenile, he or she may take the juvenile into custody or may exercise one of several forms of discretionary release.
>
> Cases referred to intake are screened for further referral to the (juvenile or) family court prosecutor. Some juveniles may be released on the spot. Others may be referred to a community resource agency. Those who will be required to appear in court are either released in the custody of parents or detained pending court appearance.
>
> Once a petition is filed, the court trial (hearing) process is activated. Certain very serious cases . . . may be waived or transferred . . . for adjudication. . . . (However) most cases are adjudicated in the (juvenile or) family court and, following review of a dispositional order, the court selects an appropriate disposition leading to a corrections program.

To assist the reader in understanding the juvenile justice system, the following information on terms and legal issues is provided.

Delinquency — State codes define delinquency in diverse and variable terms. Codes range from definitions tied to acts that constitute crimes

**Portions of this section are based on a descriptive overview of the juvenile justice system set forth in the Report to the Nation on Juvenile Justice and Delinquency Prevention of the National Advisory Committee on Criminal Justice Standards and Goals (U.S. Government Printing Office, 1977).*

if committed by an adult to merely "habitually disobedient" juveniles. Consequently, the term "delinquent act" has no standard meaning. It can include crimes such as drug use, murder, or robbery, or offenses such as truancy, running away, or being ungovernable. This diversity causes problems for juvenile researchers, practitioners, instructors, and policymakers at Federal and State levels.

Status offense – This is an offense unique to an individual's status as a juvenile or a minor. Some jurisdictions term juvenile status offenders "CHINS" (Child in Need of Supervision) or "PINS" (Person in Need of Supervision). In contrast, the juvenile who has committed a criminal act is sometimes termed "a criminal-type offender."

Federal and State agencies have developed juvenile programs with these and other distinctions in mind. For example, the category of juvenile criminal-type offender is more frequently broken down for policy and program purposes into sub-categories such as serious or violent offenders (high-level or Part I) as opposed to the bulk of juvenile offenders (moderate or low-level) who commit crimes such as larceny, burglary, auto theft, vandalism, etc. Drug-law violations, including the sale, distribution, and use of drugs, can be in either sub-category.

Other Juvenile Justice System Terms

- *Take into custody*: Law officers secure physical custody of a juvenile alleged to be delinquent, comparable to arresting an adult.
- *Intake*: Process of receiving into the juvenile justice system a juvenile referred or taken into custody. At the intake stage, decisions must by made whether to file a petition in juvenile court, release the juvenile, place the juvenile under supervision, or refer the juvenile to another private or governmental agency.
- *Petition*: Document filed in juvenile court, usually by a prosecutor, asking that the court take jurisdiction over a juvenile alleged to be delinquent, a status offender, or dependent.
- *Adjudication*: A juvenile court decision, after a hearing, to uphold a petition by finding a child delinquent, a status offender, or dependent, or else to dismiss the petition and release the child.
- *Disposition*: The juvenile court's decision, after a petition is sustained, whether to place the child on probation, in a correctional facility, in a care or treatment program, to require the child to meet certain standards of conduct, or to release the child. A care program for a child might be placement in a foster home.
- *Aftercare*: Supervision or treatment given children for a limited time after they are released from a correctional program.

Major Court Cases

The following cases represent major decisions regarding juvenile due process rights and affect the current understanding of *parens patriae*. These cases are often cited as shorthand references by juvenile practitioners. At times, reference is made to *Schall* when discussing detention and *Gault* when discussing due-process rights.

- *Kent v. United States*, 383 U.S. 541, 1966. — A juvenile court's waiver of a criminal-type offender to criminal court requires minimum rights and procedural due process before a waiver can be granted, i.e., "full investigation" by the juvenile court. This was the first Supreme Court case that called for juvenile due-process rights. (It was a U.S. case because it involved a D.C. juvenile.) The case added eight suggested criteria for waiver decisions.

- *In re Gault*, 387 U.S. 1, 1967. — Basic due-process safeguards of the criminal justice system are available to a juvenile when the juvenile's freedom and the parents' rights to custody are at stake. Timely notice of charges, right to counsel, privilege against self-incrimination, and right to confrontation and cross examination of witnesses are required. (Gault was a 15-year-old who was adjudicated to serve until he was 21 – a total of six years – for an obscene or harassing phone call. The maximum sentence for an adult for the same offense was two months. This case was viewed as the court's removal of the most blatant potential juvenile court abuses under *parens patriae* and was designed to reform juvenile court operations without abandoning *parens patriae*.

- *In re Winship*, 397 U.S. 358, 1970. — The standard of proof in juvenile delinquency proceedings, where a juvenile is in danger of a loss of liberty, is the criminal standard, "beyond a reasonable doubt," and not the civil standard, "by the preponderance of evidence." This decision is viewed as a grant of additional "due process" for juveniles with less flexibility (*parens patriae*) for the state.

- *McKeiver v. Pennsylvania*, 403 U.S. 528, 1971. — There is no requirement of a jury trial in juvenile court proceedings. This decision is viewed as supportive of the *parens patriae* doctrine and marks a limit on juvenile due-process rights in the movement to make those rights comparable to criminal system rights.

- *Schall v. Martin*, 467 U.S. 253, 1984. — Juveniles charged with serious crimes can be detained in *preventive detention* before scheduled hearings. Conse-

quently, a juvenile's interest in freedom from incarceration is qualified by a recognition that juveniles, unlike adults, are always in some form of custody and the state can assume that role if the parents fail. The court's holding in *Schall* is a reaffirmation of *parens patriae*.

Parens Patriae — This doctrine, as modified, is a firm part of the American juvenile justice system. The doctrine is the basis for the state to assert wardship or care of a juvenile when the parents or guardians are not performing their duties to the child.

The doctrine became firmly ingrained in the American legal system during the reform movement that began in Illinois in the 1890's. This movement led to a separate juvenile court system in the United States. This system has been viewed as a *civil* rather than a *criminal* system. It has a dual purpose: the rehabilitation of the juvenile and the protection of the public.

The doctrine is of uncertain Medieval origin and originally concerned the protection of infants' property rights. It was extended in England during the 17th century to other rights of the state to intervene in private affairs. In the U.S., it was first invoked in juvenile delinquency matters in an 1838 case, *Ex parte Crouse*, in which the Supreme Court allowed committal of a juvenile by the State *without* rights of due process. The state's authority was also considered a duty to protect the child and was sometimes tied to the "Poor Laws" which provided for state intervention if children were found to be beggars or paupers.

In practice, the doctrine's use led to many of the predecessors of the current treatment, placement, probation, and other alternative dispositions in use today. Originally these mechanisms were primarily privately operated residential facilities called houses of refuge, reform schools, cottages, industrial schools, or military schools. In effect, a juvenile was "placed out" by state action (by a juvenile court or other authority) when family guardianship failed or the juvenile broke the law. The doctrine was not seen as anti-family even though it formed the basis for removal of a juvenile from the family.

Challenges to *parens patriae* have taken various forms over the years but usually are based on constitutional due-process limits on the state.

Major Juvenile Issues Over the Past 40 Years

1950's — Following World War II, increases in serious offenses by juveniles became a major public concern. Much of the increase was attributed to family dislocation brought about by World War II. Congressional committee hearings and media attention actively fostered the public's attention to juvenile crime issues.

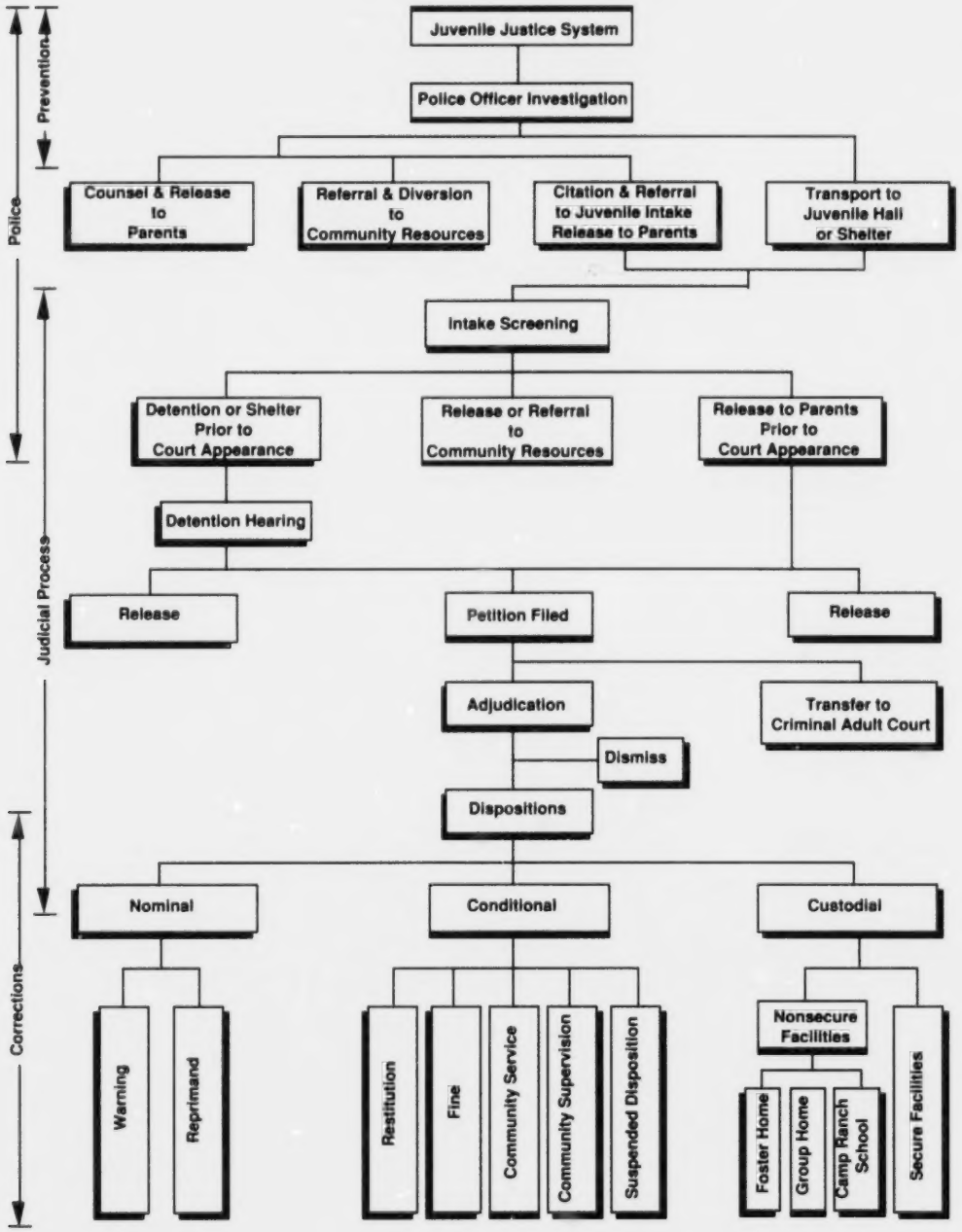
1960-Early 1970's — Increased activity by lawyers and juvenile rights groups focused on juvenile courts and the parameters of due-process rights accorded juveniles. Those issues arose where a juvenile's right to freedom or parents' rights (as opposed to those of the State) were involved. The placement of juveniles with adults in institutions became a growing concern.

1974-1988 — The placement of juveniles who had committed status offenses in institutions, jails, and lockups became the primary focus of juvenile reform efforts. Passage of the Juvenile Justice and Delinquency Act in 1974 coupled with other large-scale Federal assistance to States from the Law Enforcement Assistance Administration was the impetus for three major reforms: (1) Status offenders and non-offending juveniles (abused or neglected) were not to be placed in secure detention or correctional facilities; (2) no status offender, delinquent youth or allegedly delinquent youth could be confined with an adult; and (3) no juvenile could be confined in an adult jail or lockup. Achievement of these three reforms was seen as the major public, Federal, State, and local juvenile issue focus, although prevention of delinquency was not overlooked as an important concern.

1980's-Today — Due-process (1960's and 1970's) and detention issues (1970's and 1980's) began to receive less congressional, media, and policy attention. Since the early 1980's, public attention has focussed on a broad range of issues, including: habitual, serious, and violent juvenile offenders and their waiver to criminal court, abused and neglected children, juvenile system training needs, drug issues, family issues, gangs, unique drug issues such as crack babies, and race differentials in the system.

Figure 1

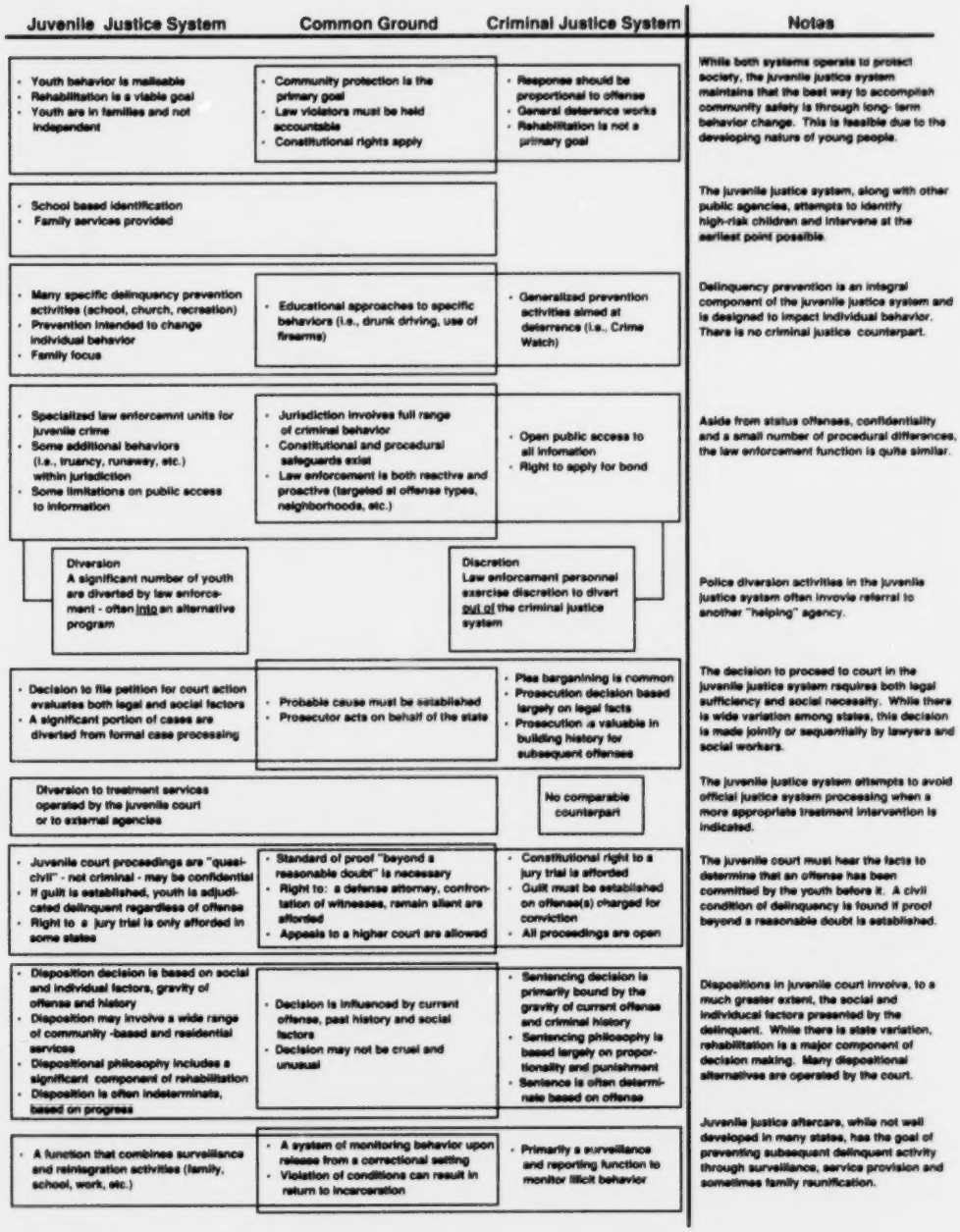
Juvenile Justice Process



Source: *Report to the Nation on Juvenile Justice and Delinquency Prevention of the National Advisory Committee on Criminal Justice Standards and Goals*, U.S. Government Printing Office, 1977.

Figure 2

Juvenile Justice – Criminal Justice


Juvenile Justice System
Common Ground
Criminal Justice System
Notes
Youth behavior is malleable
Rehabilitation is a viable goal
Youth are in families and not independent
Community protection is the primary goal
Law violators must be held accountable
Constitutional rights apply
Response should be proportional to offense
General deterence works
Rehabilitation is not a primary goal
While both systems operate to protect society, the juvenile justice system maintains that the best way to accomplish community safety is through long- term behavior change. This is feasible due to the developing nature of young people.
School based identification
Family services provided
The juvenile justice system, along with other public agencies, attempts to identify high-risk children and intervene at the earliest point possible.
Many specific delinquency prevention activities (school, church, recreation)
Prevention intended to change individual behavior
Family focus
Educational approaches to specific behaviors (i.e., drunk driving, use of firearms)
Generalized prevention activities aimed at deterrence (i.e., Crime Watch)
Delinquency prevention is an integral component of the juvenile justice system and is designed to impact individual behavior. There is no criminal justice counterpart.
Specialized law enforcemnt units for juvenile crime
Some additional behaviors (i.e., truancy, runaway, etc.) within jurisdiction
Some limitations on public access to information
Jurisdiction involves full range of criminal behavior
Constitutional and procedursl safeguards exist
Law enforcement is both reactive and proactive (targeted at offense types, neighborhoods, etc.)
Open public access to all information
Right to apply for bond
Aside from status offenses, confidentiality and a small number of procedural differences, the law enforcement function is quite similar.
Diversion
A significant number of youth are diverted by law enforcement - often into an alternative program
Discretion
Law enforcement personnel exercise discretion to divert out of the criminal justice system
Police diversion activities in the juvenile justice system often invovle referral to another "helping" agency.
Decision to file petition for court action evaluates both legal and social factors
A significant portion of cases are diverted from formal case processing
Probable cause must be established
Prosecutor acts on behalf of the state
Plea barganining is common
Prosecution decision based largely on legal facts
Prosecution is valuable in building history for subsequent offenses
The decision to proceed to court in the juvenile justice system requires both legal sufficiency and social necessity. While there is wide variation among states, this decision is made jointly or sequentially by lawyers and social workers.
Diversion to treatment services operated by the juvenile court or to external agencies
No comparable counterpart
The juvenile justice system attempts to avoid official justice system processing when a more appropriate treatment intervention is indicated.
Juvenile court proceedings are "quasi-civil" - not criminal - may be confidential
If guilt is established, youth is adjudicated delinquent regardless of offense
Right to a jury trial is only afforded in some states
Standard of proof "beyond a reasonable doubt" is necessary
Right to: a defense attorney, confrontation of witnesses, remain silent are afforded
Appeals to a higher court are allowed
Constitutional right to a jury trial is afforded
Guilt must be established on offense(s) charged for conviction
All proceedings are open
The juvenile court must hear the facts to determine that an offense has been committed by the youth before it. A civil condition of delinquency is found if proof beyond a reasonable doubt is established.
Disposition decision is based on social and individual factors, gravity of offense and history
Disposition may involve a wide range of community -based and residential services
Dispositional philosophy includes a significant component of rehabilitation
Disposition is often indeterminate, based on progress
Decision is influenced by current offense, past history and social factors
Decision may not be cruel and unusual
Sentencing decision is primarily bound by the gravity of current offense and criminal history
Sentencing philosophy is based largely on proportionality and punishment
Sentence is often determinate based on offense
Dispositions in juvenile court involve, to a much greater extent, the social and individucal factors presented by the delinquent. While there is state variation, rehabilitation is a major component of decision making. Many dispositional alternatives are operated by the court.
A function that combines surveillance and reintegration activities (family, school, work, etc.)
A system of monitoring behavior upon release from a correctional setting
Violation of conditions can result in return to incarceration
Primarily a surveillance and reporting function to monitor illicit behavior
Juvenile justice aftercare, while not well developed in many states, has the goal of preventing subsequent delinquent activity through surveillance, service provision and sometimes family reunification.

Source: *National Center for Juvenile Justice*

PART II

SPECIAL EMPHASIS AND TRAINING

CHAPTER I

CONFRONTING VIOLENCE, DRUGS, AND GANGS

Life itself is not taken for granted by the young girl or boy involved in drugs, living on the streets, surrounded by violence or trapped in a gang. Survival is not a given, but a daily victory.

It is vital to reach these children and shape their attitudes before they embrace the self-destructive lifestyle of drugs, gangs, and violence. OJJDP assists communities in their efforts to stop violence, prevent drug abuse, curtail development of youth gangs, and intervene in the lives of youth already immersed in street values.

◆ YOUTH VIOLENCE ◆

Youth violence in America has been linked with a host of factors including increased youth gang activity, drug abuse and trafficking, and availability of lethal weapons. There are no simple solutions for dealing with the problems, particularly those that beset impoverished inner-city communities in which violence has festered.

To shed light on the subject, the National Center for Juvenile Justice presents relevant data in the OJJDP Update on Statistics entitled *Arrests of Youth 1990*. This bulletin details information gathered under the FBI's Uniform Crime Report (UCR). The following describes UCR data on arrests for Violent Crime Index offenses (murder and nonnegligent manslaughter, forcible rape, robbery, and aggravated assault):

- The estimated 114,200 arrests of persons under the age of 18 for Violent Crime Index offenses in 1990 represents the highest figure in more than 25 years.

- The youth arrest rate for Violent Crime Index offenses showed considerable growth between the mid-1960's and the mid-1970's. Between the mid-1970's and the mid-1980's, the rate remained relatively level. In the late 1980's, the rate began to increase, reaching its highest level (388 arrests per 100,000 youth age 10-17) in the 25-year period ending in 1989.

- Between 1980 and 1989, the variance between reported arrests of black youth and youth of other groups increased. In 1980, the arrest rate for blacks charged with murder was four

times the rate for whites; by 1989, it was more than eight times the white rate. In 1980, black youth were being arrested for aggravated assault at a rate three times that of whites; by 1989 the rate for blacks was more than four times the rate for whites.

- Between 1989 and 1990, the number of youth arrested for murder and non-negligent manslaughter increased 26 percent; arrests for robbery increased 16 percent; arrests for aggravated assault increased 17 percent.

Among other efforts, OJJDP and the National Institute of Justice are sponsoring a study of **Firearms, Violence and American Youth**. This study is being conducted by researchers at Tulane University. Researchers conducted self-report surveys among two distinct samples: one thousand offenders incarcerated in juvenile institutions in five States and one thousand high school students in cities located near the selected institutions. This study examines the motives for and patterns of firearms acquisition, ownership, and use by juveniles. Those participating in the study are also responding to questions about their gang activities and drug involvement.

> *The first duty of any civil government is to protect its citizens. Through increased Federal, State and local cooperation we must rid our Nation's communities of the violent predators who are attempting to destroy the fabric of our society.*
>
> **Attorney General William P. Barr**
> **December 12, 1991**

◆ Drugs ◆

Prevention of drug use and abuse is the best way to win the War on Drugs according to the 1991 National Drug Control Strategy:

> . . . the Administration has purposefully and firmly rejected most of the criteria against which drug policy success and failure have historically been judged. No matter how many people we treat for addiction, how many traffickers we arrest and convict, how many students we educate and warn, and how many drug shipments we find and seize — it all means nothing if drug use fails to diminish.

There are several indicators that drug use is on the decline. Promising trends have been detected through analysis of the National Household Survey on Drug Abuse, conducted by the National Institute on Drug Abuse (NIDA), U.S. Department of Health and Human Services. In NIDA's monthly survey of drug use, successive declines have been noted in 1985, 1988, and 1990. In 1985,

Teenage Victimization

In May of 1991, the Bureau of Justice Statistics released a report, *Teenage Victims: A National Crime Survey Report.*

Twice a year surveyors interview juveniles age 12 or older in approximately 50,000 households to gather information on criminal victimization. The results of this survey are combined with data on homicides from the FBI Uniform Crime Reports to provide a picture of the extent to which teens suffer as victims of crimes.

This report indicates that young people are the most victimized segment of society. The following are selected findings covering the reporting periods from 1985 to 1988.

- From 1985 to 1988, persons age 12 to 19 were victims of an average of 1.9 million violent crimes and 3.3 million crimes of theft annually.

- Teenagers were much more likely than adults to be victims of crimes of violence. On average, from 1985 to 1988, every 1,000 teenagers experienced 67 violent crimes each year, compared to 26 violent crimes for every 1,000 adults age 20 or older.

- Teenage males were much more likely to be victims of violent crime than teenage females.

- Teens living in large cities were more likely to be victims of violent crime than teens in suburban and rural areas.

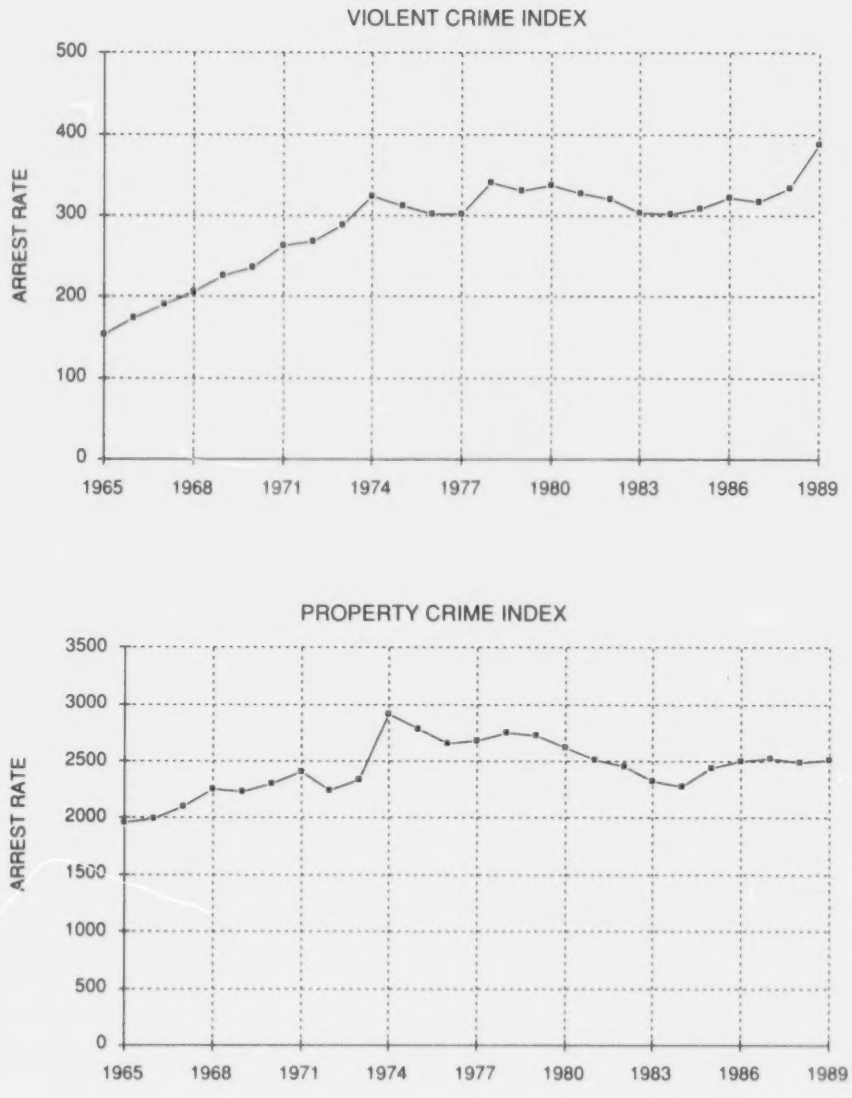
- Black teens were 3 to 5 times more likely than white teens to be murdered. They were also more likely than white teens to be victims of robbery or aggravated assault.

- Crimes committed against teens, particularly younger teens (ages 12-15) are less likely to be reported to the police than crimes against adults. Each year from 1985 through 1988, an average of 1.2 million violent crimes against teens were not reported to the police.

- About half of all violent crimes against teenagers occurred in school buildings, on school property, or on the street. Thirty-seven percent of street crimes and 12 percent of crimes in schools involved the use of weapons. In most other respects, however, street crimes and crimes in school were similar in severity.

Figure 3

Index Arrest Rates, 1965-1989

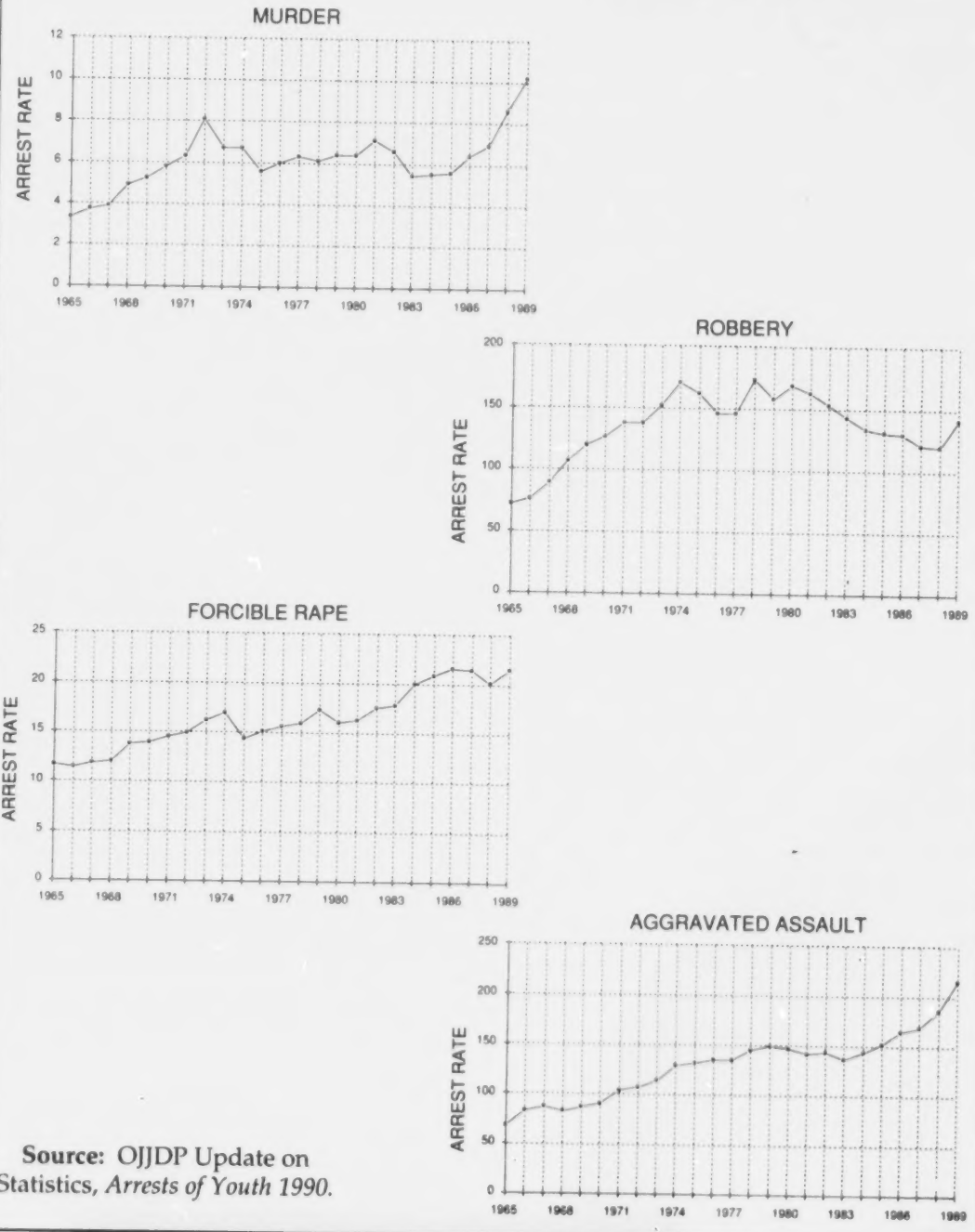


Arrest Rate is the number of arrests per 100,000 youth age 10-17.

Source: OJJDP Update on Statistics, *Arrests of Youth 1990.*

Figure 4

Violent Crime Index Arrest Rates, 1965-1989



Source: OJJDP Update on Statistics, *Arrests of Youth 1990.*

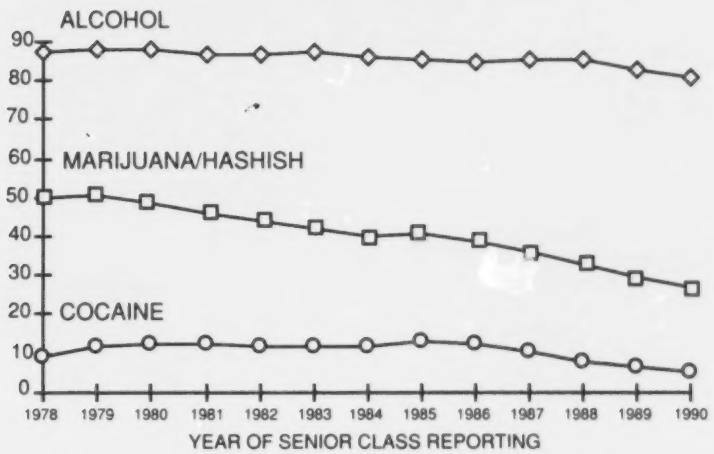
the survey identified an estimated 23 million drug users in the Nation. In 1988, this estimate fell 37 percent to 14.5 million drug users. In 1990, this estimate was down to 12.9 million drug users, an 11-percent drop since 1988.

NIDA surveys show that, consistent with declines in adult drug users, the estimate of adolescent drug users dropped 13 percent from the 1988 estimate of 1.9 million to the 1990 estimate of 1.6 million. Estimates of adolescent use of cocaine decreased by 49 percent between 1988 and 1990 — a drop from 225,000 to 115,000 adolescent cocaine users.

There are hopeful signs that illicit drug and alcohol use by high-school seniors is declining. In a 1990 study by the University of Michigan, 33 percent of all high-school seniors surveyed reported taking at least one illicit drug during the past year — a major decline from the peak of 54 percent reported in 1979. In 1990, approximately 27 percent of the high-school seniors reported marijuana use in the past year; this also represents a significant decline from the peak of 51 percent reported in 1979. Cocaine use during the past year also dropped from the 13-percent peak in 1985 to 5 percent in 1990. The proportion of students reporting alcohol use during the last 30 days has fallen from the peak of 72 percent in 1980 to 57 percent in 1990.

Figure 5

High School Seniors Reporting Alcohol, Marijuana/Hashish, and Cocaine Usage 1978 through 1990



Source: Drug Use Among American High School Seniors, College Students, and Young Adults, 1975-1990, Department of Health and Human Services, National Institute of Drug Abuse, 1991.

This survey of high-school seniors sponsored by the U.S. Department of Health and Human Services does not include school dropouts of the same chronological age as high-school seniors. Among the dropout population, illicit drug and alcohol use is likely to be much more prevalent.

Future plans to broaden the survey to include data on drug use by dropouts as well as by younger students will allow the researchers to draw more accurate inferences regarding drug use among all American adolescents.

Preventing Drug Abuse

In 1989, the Nation's juvenile courts processed an estimated 77,300 delinquency cases for youth charged with a drug-law violation. These drug cases accounted for 7 percent of the total national estimate of delinquency cases handled by the juvenile courts. Many youth not charged with drug law violations are nonetheless drug abusers. From 1985 to 1989, the number of drug-law violation cases handled by juvenile courts remained relatively constant, but the number of youth detained in a detention facility at some point during processing for a drug related charge increased 71 percent.

Various components of the juvenile justice system are inundated with drug-law violators. OJJDP in concert with State and local jurisdictions has confronted the problem of youth drug abuse and trafficking in a number of ways, including school and community-based prevention, suppression of drug trafficking by law enforcement, and identification of juvenile offenders with drug or alcohol problems.

The juvenile justice system is one component of community-wide efforts challenging youth to be drug free. OJJDP has a commitment to Federal, State, and local drug and alcohol prevention initiatives for youth. Several drug abuse and delinquency prevention projects are highlighted below.

In cooperation with the U.S. Department of Housing and Urban Development and the FBI, OJJDP is supporting the work of the Boys and Girls Clubs of America (BGCA) under the **Reaching At-Risk Youth in Public Housing** program (p. 31).

OJJDP's efforts to combat drug abuse have enlisted the support of national organizations to reach citizens across the Nation. In addition to the Boys and Girls Clubs of America, the Boy Scouts of America and the Congress of National Black Churches have each played an important role in communicating with their members about the dangers of drug abuse.

Empowering Communities to Fight Drugs

In Fiscal Year 1991 OJJDP funded the **Community Drug Abuse Prevention Technical Assistance Voucher Project**, which will bring OJJDP in touch with as many as 25 existing grassroots organizations, aiding them through a streamlined application process. The project will empower distressed communities by recognizing and enhancing the leadership efforts of local grassroots community action groups. These citizen groups have been recognized in the National Drug Control Strategy as vital participants in the Nation's anti-drug efforts.

The National Center for Neighborhood Enterprise (NCNE) will administer the voucher program. NCNE is a research, demonstration, technical assistance, and development organization. It was founded on the belief that communities must build on their own strengths and resources to develop successful strategies for dealing with economic and social problems.

Mr. Robert W. Woodson, founder and president of NCNE, has worked over the years to recognize and expand indigenous, self-help neighborhood efforts. In distributing the seed money for citizen groups, the organization will carry out its theme of helping America's low-income communities "turn problems into opportunities." Woodson sums up his philosophy saying, "I am a strong believer that self-help, free enterprise strategies are better than welfare dependency, that strong families are better than 'Big Daddy government,' and that people and neighborhoods should be allowed to develop their own solutions."

The voucher program represents a streamlined approach designed to enhance partnerships between Federal and local efforts. Under the new program, OJJDP will make up to 25 vouchers available ranging in amounts from $1,000 to $10,000. Community organizations can apply for the vouchers through submission of a simple, concise application form to NCNE.

Priority will be given to those programs that have not received prior funding from OJJDP and are operating with budgets of less than $150,000. These funds are strictly for capacity-building expenses and will not be used for operational support, fund raising, equipment, or general conferences.

In addition to administering the voucher program, NCNE will establish and operate a clearinghouse for information on community anti-drug initiatives.

National Center for Neighborhood Enterprise
1367 Connecticut Avenue NW.
Washington, DC 20036

Boy Scouts of America (BSA) is continuing to provide youth with firsthand experience in the justice field under the **Law Enforcement Explorers Program**. BSA estimates that approximately three quarters of a million young men and women have participated in this program since 1976. About one-third of these Explorers are reported to have subsequently entered a justice-related profession. Currently, BSA is receiving OJJDP support to add a drug abuse prevention component to the program. About 100 Explorer posts will be conducting drug-abuse awareness and prevention programs in their communities.

OJJDP and the Bureau of Justice Assistance jointly sponsor the **National Anti-Drug Abuse Campaign**. This campaign operates in over twenty cities and involves over 1,500 clergy and three statewide religious coalitions. As part of this campaign, the Congress of National Black Churches has provided training and technical assistance to help the leadership of the black religious community forge partnerships with concerned residents, police, educators, social service representatives, and the business community to combat the devastation of drug abuse and drug-related crime.

Drug Testing

With the support of OJJDP and collaboration of the Institute for Behavior and Health, the American Correctional Association (ACA) is conducting a project to devise a test for juveniles in detention. ACA surveyed 500 detention facilities and identified operational drug testing programs. Project staff also visited facilities with the most promising programs. They then developed a prototype drug-testing model and prepared drug-testing guidelines and a training curriculum to implement the prototype in juvenile detention facilities. Work is underway to deliver the training to correctional personnel.

As stipulated in ACA's prototype model, all detainees should be tested for drug and alcohol use upon admission to the facility. Staff should develop a complete physical and psychological profile of each detainee as a part of routine intake. This profile should incorporate information on recent drug use, physical or sexual abuse, social history, and other factors that affect case management. The results of drug tests would be used only for case management and counseling, thus eliminating the burdensome and costly requirements for chain-of-custody procedures and test confirmation. According to ACA, this approach

breaks down barriers of denial and facilitates open discussion of drug use.

Those who come into contact with the juvenile justice system are much more likely to be involved in drug and alcohol abuse than the general population. OJJDP has sponsored several projects to increase understanding of the problem and identify those juveniles who are involved in drugs.

Researchers at the University of South Florida, with support from both OJJDP and the National Institute of Justice, interviewed 399 juveniles entering a detention facility in Tampa to determine their use of drugs. Participation in the interview and drug testing program was voluntary. Forty-one percent tested positive for at least one drug. Seven percent tested positive for two or more drugs even though only 7 percent of the sample had been officially charged with a drug offense. Thus the extent of drug use was far greater than drug arrest rates indicated.

Effective programming for detained juveniles requires accurate and complete information on their illegal drug use. Substance abusing detainees, undetected, represent a significant threat to the well-being of those around them.

In Fiscal Year 1991, OJJDP supported the work of the American Probation and Parole Association (APPA) and the Council of State Governments to design and implement the **Training and Technical Assistance Curriculum for Drug Identification, Screening, and Testing in the Juvenile Justice System**. The APPA is adapting the Drug Recognition Expert Curriculum (developed and tested by the Los Angeles Police Department) for use by juvenile justice professionals nationwide. The APPA's curriculum is designed to teach juvenile justice professionals how to identify juveniles who are currently under the influence of drugs or who have recently used drugs.

The "Drug-Recognition Techniques Training Program" teaches juvenile justice professionals to use a systematic, standardized 12-step evaluation and assessment process. These steps include taking a drug history, examining vital signs, looking for needle marks, and administering psychophysical tests. The steps are to be followed precisely to maintain their legal integrity. Implementing the program usually requires four or more days of staff training.

Only when our concern for the well-being of our young people becomes a passion will we acquire the moral authority and the force of leadership needed to mount a holy crusade against the evils that are devouring our young people and robbing our Nation of its future.

Louis W. Sullivan, M.D.
Secretary of Health and Human Services
Essay, *The Washington Post*, June 6, 1991

In APPA's informal survey of current drug-testing programs in 40 States, it became evident that many agencies conduct drug testing without the benefit of written policies and procedures. This has led to invalidation of testing results in some circumstances. Justice professionals must be sensitive to the potential legal ramifications pertaining to drug testing.

Other Anti-Drug Efforts

OJJDP is exploring ways to better use the results of drug testing from the Drug-Use Forecasting (DUF) program conducted jointly by the National Institute of Justice and the Bureau of Justice Assistance. The DUF program is established in 24 cities across the United States and provides valuable information for estimating drug use among arrestees, a population not included in other national drug-use surveys. OJJDP provided funds in Fiscal Year 1991 for the project **Expanding the Applications of DUF Data.** This is a collaborative effort with NIJ to enhance the use of DUF data for integrated community planning. This project is designed to clarify the relationship between DUF drug-test results and community indicators of drug-related problems among adolescents.

Though many OJJDP drug-abuse programs are targeted at juveniles who have already entered the juvenile justice system, OJJDP is also concerned about the risks of drug use and HIV infection among homeless, runaway, and exploited youth. The Educational Development Center, Inc., in collaboration with the National Network of Runaway and Youth Services, has documented the obstacles and constraints faced by programs serving this population. The **Prevention and Intervention for Illegal Drug Use and AIDS Among High Risk Youth** project has surveyed the field and identified several potential prevention and intervention strategies.

OJJDP, in cooperation with the Office of Special Education and Rehabilitative Services of the U.S. Department of Education, has supported efforts to address the special needs of juveniles with histories of drug dependency and substance abuse. The **Interagency Agreement between the Department of Education and OJJDP** provides for the development, implementation, and evaluation of a comprehensive drug-information training program for State vocational rehabilitation counselors and administrators.

OJJDP initiated a project that addresses another serious problem for youth with substance-abuse problems — drunk driving. OJJDP, in collaboration with the National Highway

Traffic Safety Administration, will conduct a project for **Enhancing Enforcement Strategies for Juvenile Impaired Driving Due to Drug and Alcohol Abuse**. Project staff will develop and test training and technical assistance materials. These will address effective enforcement of impaired-driving laws as they pertain to juveniles.

The National 4-H Council's **Effective Strategies in the Extension System Network** project implements the Systemwide Response Planning Process (SRPP) to help communities respond to drug and alcohol abuse problems. The SRPP strategy prompts a broad-based effort on the part of local leaders to work together.

During Fiscal Year 1991, five States were selected to participate in SRPP training and subsequently to implement the SRPP program in local communities. State teams were prepared and trained during late Fiscal Year 1991.

OJJDP will continue to work in partnership with parents, teachers, social workers, and the juvenile justice community to extend a helping hand to young people battling their own private war against drugs. Our objective is to prevent a child's first contact with illegal drugs. Our immediate challenge is to recognize drug-abusers and guide them to a productive, drug-free future.

Socrates

Following the breakup of his family when he was ten, Socrates De La Cruz was raised by his grandmother in a drug and crime-infested housing project in Lawrence, Massachusetts. Determined to stay out of trouble and off the streets, he applied himself to his school work and did his best to provide a good example for his siblings to follow.

Through the help of the local Boys and Girls Club, Socrates stayed away from drugs, became a student leader and athlete, and finished school.

"I have been a member of the Club since I was seven years old, and now I'm eighteen," says Socrates. "I learned about the Boys Club through friends at school and since the day I became a member, it has been like a home away from home for me."

Socrates was the Boys and Girls Club National Youth of the Year for 1991. Now in college, he plans to become an attorney, return to his community, and provide leadership in the Hispanic community.

Prevention and intervention programs for inner-city youth provide valuable support to youth who wish to avoid drugs, crime, and gang involvement and follow the path of responsible behavior.

[This case study provided by Boys & Girls Clubs of America.]

The **Targeted Outreach Youth Gang Prevention and Intervention Project** supported by OJJDP prevents at-risk youth from succumbing to gang recruitment by recruiting them instead into local Boys and Girls Clubs of America (BGCA). Under the present OJJDP-sponsored initiative, 30 clubs were selected as Gang Prevention Sites. These clubs brought 1,850 at-risk youth into their clubs, 800 of which were recruited under an Interagency Agreement between OJJDP and the U.S. Department of Health and Human Services (HHS).

Three of the clubs were selected as Gang Intervention Sites, with the responsibility for developing model gang intervention programs for youth ages 12 to 17. These clubs recruit at least 105 young people annually who have been identified as candidates for gang membership ("wannabees") or fringe members of gangs.

The **Reaching At-Risk Youth in Public Housing Project,** also supported by OJJDP, focused on drug prevention, reduction and elimination in public housing. Through a grant to BGCA, this project initially identified and assessed selected drug programs, developed model programs based upon selected approaches, developed training and technical assistance materials, and disseminated the program design to all of its clubs. Clubs have been established in public housing in San Francisco, California; Boston, Massachusetts; Danville, Illinois; Columbia, South Carolina; Dover, Delaware; Nashville, Tennessee; Montgomery, Alabama; Waltham, Massachusetts; Corpus Christi, Texas; Trenton, New Jersey; Reno, Nevada; Tampa, Florida; and Cleveland, Ohio. Also, through an Interagency Agreement between OJJDP and the FBI, FBI Drug Demand Reduction Coordinators (DDRC) have agreed to work with BGCA to establish more clubs and to enhance the overall project.

This project was selected by the Office of Substance Abuse Prevention (OSAP), the National Association of State Alcohol and Drug Abuse Directors (NASADAD) and the National Prevention Network (NPN) as one of ten Exemplary Prevention Programs for 1990.

A recently completed three-year evaluation by researchers at Columbia University and the American Health Foundation, sponsored by OSAP, has concluded that Boys and Girls Clubs in public housing make a difference. Communities with Boys and Girls Clubs were found to have less involvement of youth in unhealthy, dangerous, and delinquent activities and greater involvement in healthy and constructive educational, social, and recreational activities.

Boys and Girls Clubs of America
771 First Avenue
New York, NY 10017

◆ GANGS ◆

It is a sad comment on our time that in some communities young people create organized, law-violating groups that stand opposed to every principle of decency Americans hold dear. Fueled by the breakdown of the family and in many cases the attraction of quick profits from drug trafficking, this illegal activity destroys the peace of communities and often leads to the destruction of lives. The Department of Justice has made confronting gangs and violence one of its top priorities.

One major initiative begun in Fiscal Year 1991 was the OJP National Field Studies on Gangs and Gang Violence. The aim of the Field Studies was to examine the nature and scope of the gang problem nationally and to identify strategies that have proven successful in preventing, disrupting, and controlling gang activity and related violence and illegal drug trafficking.

To gain a national perspective on the problem of gang violence and the various responses in jurisdictions across the Nation, OJP conducted Field Studies in three cities: Los Angeles, California, in March 1991; Dallas, Texas in June 1991; and Chicago, Illinois, in October 1991. More than a hundred Federal, State, and local officials and community leaders participated, describing gang problems and gang prevention, intervention, and control initiatives in their jurisdictions. Participants also pointed out the need for law enforcement to work together with residents of the community to eliminate gangs and violence. Additional Field Studies are scheduled for 1992.

OJJDP has devoted considerable resources toward helping communities find workable responses, and has worked over the years to address the problem of youth gangs. A diverse approach is recommended, which should include a combination of prevention, intervention, and suppression initiatives.

In addition to major cities, other cities are now experiencing an emerging gang problem as old gangs extend their outreach or as new gangs form. Violent youth gangs exist now in almost all States and territories, and are no longer confined to the inner city, but have spread to smaller cities, suburbs, and rural communities.

Significant increases in gang-related violent crime have been reported by some jurisdictions. The drug trade has given gangs a lucrative source of income and a powerful tool for attracting and controlling youth.

OJJDP is sponsoring several gang-related initiatives that incorporate a community-wide response to the gang problem. OJJDP supported **Gang and Drug POLICY Training** in conjunction with the Federal Law Enforce-

ment Training Center to bring together key policymakers from communities with identified gang problems. The training stresses a collaborative, interagency approach (p. 56).

Community leaders in Los Angeles County have seen a serious increase in gang activity and are attempting to intervene to reclaim those areas before gangs become well established. OJJDP supported the **Gang Community Reclamation Project** for three years, in which diverse community resources were focused on eliminating gang influence. (The Office of Substance Abuse Prevention, U.S. Department of Health and Human Services also provided support for the first two years of this project.) Gang members and youth at risk of gang involvement were offered positive alternatives to gang membership and crime. A replication manual from the project is available from OJJDP to help other communities start similar projects.

The law enforcement community plays a vital role in suppressing unlawful gang activities, as well as in participating in community-wide gang prevention and intervention programs. OJJDP continues to rely upon input from law enforcement experts to improve the development of effective policies and programs that discourage youth involvement in violent gangs.

With the support of the Office of Justice Programs and OJJDP, the National Criminal Justice Association convened the **National Conference on Youth Gangs and Violent Juvenile Crime** in 1991. Local, State, and Federal policymakers, legislators, and officials in criminal justice and related fields came together to explore the relationship between gangs and violent crime and discuss strategies to reduce criminal activity. This conference also served to provide participants with guidance concerning ways to identify and respond to gangs in their jurisdictions.

Communities, juvenile justice professionals, and parents need somewhere to turn for reliable, practical information on what to do about gangs. To meet this need, OJJDP made further progress toward establishing a National Youth Gang Clearinghouse.

GO-CAP

Since 1983, the Oxnard Police Department has been participating in OJJDP's Serious Habitual Offender (SHOCAP) Program. The SHOCAP program has been successful in helping Oxnard deal with serious juvenile offenders and has become the basis for addressing the emerging gang situation.

In Fiscal Year 1991, with a grant from OJJDP, Oxnard developed a **Gang Offender Comprehensive Action Program (GO-CAP)** component for the SHOCAP program. The program is based on active participation of uniformed patrol and uses the Integrated Criminal Apprehension Program (ICAP) philosophy of data collection, analysis, planning, service delivery, and feedback. Thus, a gang analyst is critical to the process.

The gang analyst provides for the careful, diligent collection and analysis of information in order to recognize patterns and linkages of gang activity. The gang analyst serves as the central clearinghouse for all gang intelligence gathered or received by law enforcement or juvenile-related personnel. Using that information, the analyst builds the strongest possible case file on each gang member involved in serious criminal activity.

Unlike the conventional large-city specialized gang units, Oxnard's gang approach is grounded in the belief that intelligence should be gathered and analyzed for the tactical purposes of the entire department. Gang suppression then becomes a shared department responsibility focusing on the strength of patrol resources as the major tactical response to gangs.

To begin implementation, the Oxnard Police Department formed a gang steering committee, chaired by a sergeant and including a gang analyst, patrol representatives, a school representative, and an investigator. The committee established the criteria for classifying gang members and gang-related incidents. They then created a comprehensive data base to aid in the investigation of gang-related crimes and to guide in selective enforcement activities.

Tracking gangs and gang members requires specialized analysis. Territorial graffiti, tattoos, symbols, and distinctive clothing are all visual images used by gangs. The data base developed by the department includes this visual information in graphic form to assist the department in identification and tracking. This visual identification feature provides patrol with critical information on the movements and activities of gang members.

Like the SHOCAP program, the gang approach uses case manage-

ment actively to pursue vigorous prosecution of all gang offenders. Because of diligent case management and interagency cooperation, this approach enables the probation department to place strict terms on gang members not to associate with other gang members. Uniformed patrol, who are kept apprised of probation terms, assist in enforcement. The GO-CAP program is applicable to most jurisdictions in the United States.

A National Study

Since 1987 OJJDP has sponsored the **National Gang Suppression and Intervention Program** to examine the nature and extent of the juvenile gang problem and to identify promising approaches for dealing with them.

Under this program, researchers at the University of Chicago conducted a thorough assessment of what jurisdictions are doing to control gangs and programs for youth involved in gangs. Their assessment began with a comprehensive review of the relevant literature, interviews with former gang members, a client evaluation of gang services, and a survey of a diverse group of 254 respondents from 45 cities and six institutional sites regarding their perspectives in dealing with gang prevention and intervention.

At present, gangs and gang incidents are defined differently among cities and jurisdictions, criminal justice agencies, community-based organizations, and schools. Some proposed that the definition of gang should be restricted to youth groups engaged in serious violence and crime and that a gang incident should be defined as any illegal act that arises out of gang motivation, gang function, or gang-related circumstances. Other gang experts contend that the fact that an offender is a gang member would be sufficient grounds for categorizing an incident as gang-related.

> *It's a shame that the gang leaders, the drug dealers are giving our children what we're not. It's not all about money. There's discipline. There's bonding. There's protection. There's economic gain. There's a sense of somebodyness. And there's a strong role model. We're not giving them that. We've got to give them that.*
>
> **Home-school liaison officer**
> **North High School, Des Moines, Iowa**
>
> Quoted in the article "Des Moines Has Chance to Reduce Gang Influence, Expert Says," *Des Moines Register*, July 5, 1991, p. 14A

In recent years, gang youth have become increasingly involved in illicit drug use, sale, and trafficking. The University of Chicago researchers examined the relationship between gang-related violence and drug use and sales. They concluded that although high levels of competition for drug markets seem to increase the likelihood of con-

flict, most gang homicides still appear to grow out of turf conflicts.

The researchers sought to identify which programs are most effective. They found that local jurisdictions have employed four major approaches in dealing with gangs: local community mobilization, youth outreach, provision of social opportunities, and gang suppression. They concluded that integrated programs appear to be most promising. They noted, however, that relatively few conclusive evaluations have been conducted to date on the various gang intervention and suppression tactics, and that impact assessments are needed to determine which programs achieve the desired results.

Certain common elements did appear to be associated with the sustained suppression of youth gang activity. Community leaders were willing to admit that there was a gang problem. Decisionmakers were able to agree on the nature of the problem and appropriate courses of action. Various political forces and community agencies were able to mobilize for a concerted effort to confront the problem, and a mechanism or structure was created to coordinate community-wide efforts.

The University of Chicago also developed prototype models and accompanying technical assistance manuals that provide a detailed discussion of how a community can approach chronic and emerging gang problems. The models include the actions to be taken by schools, youth employment agencies, grassroots organizations, community-based youth agencies, community mobilization groups, police, prosecutors, judges, probation officers, and parole officers.

Positive Alternatives

One way to prevent gangs from growing and to lessen their influence in a community is to offer positive alternatives to gang involvement. OJJDP is sponsoring several programs that provide such alternatives. Boys and Girls Clubs of America works to recruit gang members and at-risk youth for club activities through the **Targeted Outreach Program** (p. 31).

In Dallas, Texas, OJJDP sponsors funding for counselors who talk to gang members and their peers about positive alternatives to gang involvement. The **Gang/Drug Intervention Counseling Component** enhances the existing gang program offered by the Nuestro Centro ("Our Center") community-based service organization. The project staff will recruit at least 60 gang members to participate in an after-school counseling program focusing on personal development in the areas of maintaining self-control, setting personal goals, communi-

cating without violence, building self-esteem, and pursuing educational and career goals. Attempts will be made to help gang members understand the consequences of their actions, interrupt the cycle of violence, and avoid substance abuse.

Young women who are involved as gang members or as girlfriends of gang members face a unique set of challenges, particularly when they become mothers. OJJDP funded the development of a strategy for **Gang-Involved and Gang-Affected Women and Their Babies** as a part of a comprehensive Gang Demonstration Program in Portland, Oregon. The program will operate under the guidance of the Northeast Youth Gang Task Force composed of representatives from juvenile departments, schools, police, prosecution, community-based organizations, and parents. Young women involved with gangs will have access to a broad range of services, including family support and a women's support group. The support group helps young women challenge unhealthy relationships, lessen involvement with the gang culture, avoid entering the justice system, increase self-esteem, and develop parenting skills.

A new project funded through the Iowa Department of Human Services will target services to the 2,000 Southeast Asian Youth living in Des Moines, Iowa. Dropout rates among these youth are alarmingly high. Many who drop out of school are recruited for membership in loosely organized Asian "bands," who intimidate economically successful Asian immigrants and are heavily involved in robberies and extortion from city to city.

To prevent Southeast Asians from dropping out of school and to intervene with those who have dropped out, a range of positive alternatives will be offered. These will include tutoring, job counseling and placement, cultural awareness training, and personal counseling. Volunteers will provide many of the educational services.

CHAPTER II

REDUCING ILLITERACY AND EDUCATIONAL DEFICITS

What happens — or doesn't happen — in our Nation's schools is critical to those who serve troubled youth in the juvenile justice system. Children spend a great deal of their time in school, and many of their habits of public behavior are formed there.

It is widely recognized that a strong link exists between school failure and delinquency. Youths failing in school often go on to become dropouts, and in turn become delinquents.

The Nation's schools can and should be a powerful force in both the prevention and control of delinquency. To provide the greatest possible aid in helping children grow up to become law-abiding citizens, schools should provide a safe, secure, and disciplined learning environment; teach traditional moral values and respect for the law; and teach basic literacy skills. OJJDP further supports student leadership programs in schools and encourages the development of alternative schools.

◆ SAFE ENVIRONMENTS ◆

As social environments deteriorate for many students, developing and maintaining strict standards of behavior at school becomes increasingly important if schools are to provide an ordered environment for learning.

Studies have shown that clear rules of conduct and firm, consistent enforcement are the best guarantors of school order. Schools should have clear, legally acceptable codes of conduct and disciplinary procedures. Specific rules addressing behaviors that are inappropriate or illegal and damaging to the educational climate should be communicated and enforced. Students should know the rules and the consequences of breaking a rule or a law.

The 1990 National Commission on Drug-Free Schools Final Report states:

> All schools should build upon existing law and develop comprehensive policies on the possession, use, distribution, promotion, and sale of drugs, in-

cluding alcohol and tobacco; specify sanctions for policy violations; and provide all students and parents copies of policies.

In Fiscal Year 1991, OJJDP continued funding of the **National School Safety Center** (NSSC). NSSC promotes cooperative solutions to problems that disrupt the educational process. Emphasis is placed on efforts to rid schools of crime, violence, and drugs. Attention is also given to programs that improve student discipline, attendance, achievement, and school climate. NSSC, originally created by Presidential directive, today represents a partnership of OJJDP, the U.S. Department of Education, and Pepperdine University.

NSSC provides resources for school systems nationwide and works to focus national attention on school safety issues. A public relations program promotes awareness of these issues through public service announcements, films, publications, resource papers, and articles. In Fiscal Year 1991, NSSC disseminated more than 13,780 publications throughout the United States.

NSSC stands at the center of a large network of school officials who are available to address problems at the local level. NSSC provides training and technical assistance to school systems nationwide. On-site consultations, workshops, conference presentations, and referrals to a wide range of school safety experts are provided upon request. In Fiscal Year 1991, NSSC staff conducted more than 100 training programs involving more than 15,500 youth-serving professionals.

Sixty-two percent of U.S. teachers have stated that their college education did not adequately prepare them for the classroom. Teacher training programs should focus on more than how to operate a film strip projector and VCR. These programs should concentrate on effective classroom management, dealing with disruptive students, how to break up a fight, and conflict prevention and resolution.

Dr. Ronald D. Stephens, Executive Director
National School Safety Center
Testimony before the
House Judiciary Subcommittee
On School Crime and Violence
July 17, 1991

Special projects include sponsorship of America's Safe Schools Week and the Drug-Free Schools campaign. The annual "Principals of Leadership" recognition program highlights ten school principals each year for their creative and determined efforts to provide students with safe, productive learning environments.

NSSC provides legal assistance to State and local jurisdictions. A library of over 50,000 articles and films related to school safety is maintained. An award-winning film "School Crisis: Under Control" has been produced to outline strategies for local school systems to use to respond when disaster strikes. The film has been

School Crime — Highlights of a National Survey

In September, 1991 the Bureau of Justice Statistics published its *School Crime Report*. The study summarizes responses collected by the National Crime Victimization Survey, an ongoing household survey that gathers information on the victimization of household members 12 and older.

A nationally representative survey of more than 10,000 youth age 12 to 19, was conducted during the first half of 1989. Findings from the survey include the following:

- An estimated 9 percent of students were crime victims in or around their school over a six-month period: 2 percent reported experiencing one or more violent crimes, and 7 percent reported at least one property crime.
- Seventy-nine percent of students said no gangs existed at their school; 15 percent of the students said their school had gangs, and another 5 percent were not sure whether gangs existed at their school.
- Of those students who said there were or could be gangs at their school, 12 percent said that gang members fought once or twice a week or even every day.
- Sixteen percent claimed that a student had attacked or threatened a teacher at their school during the last six months.
- Among public school students, 9 percent reported it impossible to obtain drugs at school compared to 36 percent among private school students.
- Slightly more than 4 of 10 students believed that valuables were safe in their lockers.
- About half of the sixth graders reported that drugs were available in their school, compared to three-fourths or more of the students in grades 10 to 12.
- About 4 of 10 students age 12 to 19 attended drug education classes during the previous six months. Younger students attended to a greater degree than older students: 56 percent of 6th graders attended, but only 27 percent of 12th graders attended.
- Approximately 21 percent fear an attack at school and about 15 percent fear an attack going to and from school. Six percent of students avoid places at school out of fear of attack.

Source: *School Crime Report*
Bureau of Justice Statistics, 1991, pp. 1-13

released as a video and is made available through NSSC.

In each of its efforts, NSSC emphasizes development of a process of cooperation and coordination of all youth-serving agencies at the local level. By positioning schools as an active part of the juvenile justice system, school administrators can strengthen the community's approaches to stopping and preventing crime.

OJJDP has funded the development of a comprehensive safety manual for schools through NSSC. The *Child Safety Curriculum Standards* manual provides practical approaches to many school problems, including bullying, gangs, drugs, sexual promiscuity, and suicide. The manual recommends that schools have specific and well-publicized consequences for students caught carrying weapons, possessing or using drugs, or wearing gang-related clothing. Age-appropriate strategies are outlined for these and other problems. The manual emphasizes the need for young people to accept personal responsibility for their actions.

Law enforcement officials often report that school leaders do not call the police when they discover student drug activity. To help correct this, OJJDP sponsors an intensive training workshop to help community and school leaders combat crime. **SAFE POLICY** (School Administrators for Effective Police, Prosecution, Probation Operations Leading to Improved Children and Youth Services) develops a community-based team approach. SAFE POLICY brings together heads of schools and criminal justice organizations to learn to work together to improve school safety.

◆ Teaching Respect for the Law ◆

If children are to become responsible, law-abiding citizens, schools must actively teach the values of good citizenship, love of country, and respect for the law. One way to do this is to teach them about their rights and responsibilities under the law.

With funding from OJJDP, five organizations provide **Law Related Education** (LRE) to youth of all ages: the American Bar Association, the Center for Civic Education, the Constitutional Rights Foundation, the National Institute of Citizen Education in the Law, and the Phi Alpha Delta Public Service Center.

LRE curriculums seek to improve thinking skills and promote changes in behavior. Students are taught about the law through mock trials, debates, writing of briefs, legislative assemblies, and case studies. LRE can be used as a full curriculum, a course, or as a special event.

OJJDP funded a three-year study, to determine whether a clearly

Teaching Values

The *Final Report of the National Commission on Children*, released in 1991, presented an alarming view of our Nation's young. This report culminated three years of intensive inquiry by a Congressionally chartered, bi-partisan commission into the conditions faced by American children. The report states:

> Early sexual activity, pregnancy, and childbearing are epidemic in this country. Premarital adolescent sexual activity in the United States has been increasing for at least the last two decades. . . . In general, teenage mothers are less likely to complete high school and more likely to set themselves and their children on a course of long-term economic dependence than are young women who delay child-bearing until their twenties.

Schools, like other youth-serving institutions, face a mounting tide of social problems brought to school each day by troubled youth. This makes schools potentially a place where youth can be helped. Indeed, opportunities at school for providing services to at-risk youth are abundant.

The National Commission on Children noted that schools are a major social institution charged with preparing children for adulthood, but they are too often content to remain silent on critical moral and ethical issues. The Commission deemed this "perverse," concluding:

> There is no such thing as value-free education.

Learning cannot exist in a moral vacuum in which irresponsible, destructive behavior is tacitly condoned. The notion that education can ignore promiscuous sexual behavior is wrong. Drug education, sex education, ethics, and healthy habits of behavior cannot be taught effectively without the teaching of "right" and "wrong."

Schools can help in preventing delinquency by teaching sound moral values and by taking a direct interest in moral development by supporting and reinforcing the authority of parents. They must abandon the notion that education can be morally neutral. It cannot.

understood discipline code, consistently enforced, leads to reduced crime and school discipline problems. A report produced by researchers at the University of Illinois at Chicago titled *Using the Law to Improve School Order and Safety* concludes:

- Educators had little knowledge about the law governing school discipline, order, and safety.
- Educators held erroneous views about the law including the notion that the law generally favors students and parents over the school.
- School discipline policies had many dysfunctional features.
- The quality of leadership exerted by the principal was a critical factor in the quality of discipline administered within the school.

The researchers found that the single most important need for improved school order and safety was effective parental cooperation and support. Schools, parents, and communities must work together to restore respect for law and order among youth.

Educators overwhelmingly agree that parent involvement in education is a highly critical factor in the attainment of educational success. Since 1986, the U.S. Department of Education has provided guidance to school systems in achieving a drug-free environment through its "What Works: Schools Without Drugs" recommendations. The first recommendation for achieving drug-free schools is directed to parents and challenges them to:

> . . . teach standards of right and wrong and demonstrate these standards through personal example.

◆ LITERACY ◆

Studies show that children who fail to learn to read become frustrated in their school work and resentful of school authority. Their frustrations and resentments often lead to aggression and delinquency.

Educators can help stop the slide toward delinquency by adopting better methods of reading instruction. OJJDP supports efforts to improve the instruction young people receive in reading. At least four new OJJDP initiatives include strong reading components: Satellite Prep-Schools (p. 50), Juvenile Boot Camps (p. 84), Improving Literacy Skills for Institutionalized Juvenile Delinquents, and the research project Improving Reading Instruction for Juvenile Offenders (described below). In each project, methods of reading instruction based on proven principles are encouraged.

In Fiscal Year 1991, the National Institute of Justice, at the request

of OJJDP, began a new research project to study whether reading instruction for juvenile offenders is adequate and if more effective reading instruction for confined juveniles can reduce recidivism and increase employment opportunities. The project involves a re-examination of the research literature on reading failure, interviews with reading instructors teaching offenders in correctional institutions, and visits to five juvenile corrections facilities.

At issue is the concern that faulty reading instruction, by producing frustration in students, might actually lead to the onset of delinquency. The major preliminary findings of the meta-analysis are:

- Reading failure is most likely a cause, not just a correlate, for the frustration that can and does result in delinquent behavior.

- An inordinately high percentage of juvenile offenders are unable to decipher accurately and fluently and write legibly and grammatically what they can talk about, hear, and understand.

- A high percentage of juvenile offenders are diagnosed learning disabled with no evidence to indicate any neurological abnormalities.

- Poor readers are not receiving the type of instruction recommended by experimental research.

- Reading teachers have been denied exposure to reading programs and methods of instruction that are most successful in preventing reading failure and meeting the needs of handicapped readers.

The need to provide in-service training to reading teachers in correctional facilities on intensive, systematic phonics is critical.

In 1992 OJJDP will disseminate a report by researcher Michael Stuart Brunner titled *Reduced Recidivism and Increased Employment Opportunity through Research-Based Reading Instruction.*

OJJDP is working to link private-sector literacy providers with literacy instructors in correctional institutions through two new demonstration projects that will train teachers to be more effective in providing literacy instruction in correctional institutions. Fiscal Year 1991 grants to the Mississippi University for Women (MUW), of Columbus, Mississippi, and the Nellie Thomas Institute for Learning (NTI), of Monterey, California, will provide training to over 70 reading teachers in using methods of intensive, systematic phonics for beginning and remedial readers.

The grantees have extensive experience in delivering instruction within correctional environments. MUW, the nation's first public institution of higher education for women, has successfully used the curriculum called "Winning"

with youthful offenders teens and adults in the Mississippi State Prison. NTI is a non-profit corporation dedicated to the promotion of a literate society, with experience in providing instruction for inmates in California's prison system, residents of substance-abuse treatment programs, residents of homeless shelters, and public school students. NTI has used a curriculum called "Breaking the Code" with great success.

Along with implementing training programs, the grantees will monitor the results of the instruction, provide technical assistance, and disseminate their programs and findings throughout the juvenile corrections field.

Dennis

Dennis Norris, an inmate at the Gabilan Conservation Camp in Soledad, California, was told he would never read beyond the third-grade level because of his learning disability, but after completing an eight-week program run by the ***Nellie Thomas Institute*** *at the prison, he now reads the Bible and two to three novels a week.*

"Phonics is what helped me," Norris says. He was not taught phonics in school, where he remained until the ninth grade, but rather the whole-word approach, which relies heavily on memory. "My memory is not that good," says 40-year-old Norris.

Using an old-fashioned approach, the Nellie Thomas method teaches phonics, penmanship, and composition. Groups of 15 to 20 students are taught at once, all with different skill levels.

The beauty of the program is its simplicity. The instruction forgoes expensive teaching materials, using only "a teacher with a piece of chalk, a method, and talent." The program has focused its work in California's prisons, where, as in most U.S. prisons, literacy is the exception rather than the rule.

Adapted with permission from *Policy Review*, Winter 1991, p. 23.

◆ Student Leadership ◆

Efforts to reach at-risk youth and provide programs to prevent delinquency have led to the development of numerous innovative local programs throughout the Nation's school systems. Many opportunities are provided to enhance the educational experiences of today's youth through mentoring programs, after-school programs, anti-drug initiatives, and other student involvement projects.

Young people seek guidance and often find it among their peers. The peer group is a potent force, exerting either negative or positive influence. Projects that begin at the peer level take place in many school districts. OJJDP provides leadership for several of these efforts.

TeamSpirit promotes positive peer leadership among high school students by providing opportunities for youth to attend leadership training conferences and lead others in creating drug-free youth activities. A detailed program guide and manual is being published by Pacific Institute for Research and Evaluation (PIRE), the grantee. This manual assists students with practical guidance in how to conduct anti-drug activities.

OJJDP, along with the National Highway Traffic Safety Administration (NHTSA) of the U.S. Department of Transportation, funded testing of this initiative in Dallas, Texas in 1989. TeamSpirit has since been implemented in Terrebonne Parish, Louisiana; Bismark, North Dakota; and Worcester, Massachusetts. OJJDP also works with NHTSA to assist Mothers Against Drunk Driving (MADD) in implementing TeamSpirit programs at other sites.

OJJDP funds the National Crime Prevention Council (NCPC) to implement two programs. **Students Mobilized Against Drugs** (SMAD) promotes the development of anti-drug projects initiated by students in 20 schools in the District of Columbia.

Through **Teens, Crime and the Community: Teens in Action in the 90s**, NCPC works with young people to increase their awareness of crime, victimization, and prevention. The program challenges students to put their acquired knowledge into action to prevent crime in their communities.

While parents are a child's first and foremost role models, schools can promote examples of good conduct through specialized programs. OJJDP provides funding for **Super Leaders**, a program that brings youth together with community leaders and sports figures and challenges them to emulate positive figures rather than succumb to negative influences.

Brig Owens, a former professional football player, founded Super Leaders in 1984. This program works intensively to develop a core group of student leaders in high schools. Youth attend an intensive residential leadership training program and four follow-up training workshops.

The student leaders work actively through peer counseling and school activities to promote drug resistance skills. The program warns students of the dangers of drug and alcohol involvement and destructive behaviors and encourages them to stay in school. Super Leaders is producing a manual to promote replication of the program.

Schools and Jobs are Winners is an after-school program for high school students in Philadelphia. The program trains at-risk youth in the skills they aren't learning at home or in school to prepare them for the world of employment and prevent them from dropping out or joining gangs. Classes are conducted in such topics as writing resumes and cover letters, interviewing for a job, managing money, and communicating effectively. The 60-year-old Crime Prevention Association of Philadelphia directs this program through the Nochem S. Winnet South Philadelphia Community Center.

In Fiscal Year 1991 OJJDP funded the research project **Delinquency and the School Social Bond** to address the problem of weak or absent school social bonds and delinquency among middle school students in Delaware. The strength or weakness of students' ties to a school appears to depend upon such factors as personal background, family involvement in schooling, and organizational characteristics of the school.

This project will examine the effects of adolescent school experiences on delinquency. By analyzing responses provided by students completing 750 questionnaires, the researcher will be able to identify areas of concern where specific strategies will help to strengthen the adolescent's school social bonds in order to prevent delinquent behavior. The project will produce a report that assesses the nature of delinquency and misbehavior in a typical middle school and will outline recommendations for delinquency prevention efforts among students eleven to fifteen years of age.

We must once again make schools miniature societies which teach students how to function in the real world. Violence will die unborn in our schools when we as parents and educators once again relight the flickering candles of excellence in America.

Marva Collins, Founder and Teacher
Westside Preparatory School, Chicago
From the *Principals of Leadership*
public service announcement
National School Safety Center

◆ ALTERNATIVE SCHOOLS ◆

In Fiscal Year 1991 OJJDP has continued to support the prevention of young people dropping out of school through its **Partnership Plan** project with Cities in Schools, Inc. (CIS). CIS has worked to fashion a dropout prevention program that meets the needs of at-risk youth by enhancing conventional school programs or providing alternative school settings. OJJDP has worked with CIS since 1984 to set up what is now a network of 311 CIS programs within public schools, 7 CIS programs within already existing alternative schools, and 8 CIS alternative schools. These CIS programs, based in 61 communities, served approximately 33,000 at-risk youth in Fiscal Year 1991. An evaluation of this effort now underway will provide helpful insight on how well the concept works and how the CIS program can be improved.

The CIS dropout prevention program may operate in one wing of a public school building or in separate facilities. Alternative schools in general provide small student populations, low teacher/student ratios, an individualized educational plan for each student, added flexibility of schedules to meet individual learning needs, ready access to counseling and social program services, job training, and job placement. Administrators seek to involve the entire family and often use volunteers to provide instruction in practical living.

Rebecca

Rebecca had so many strikes against her that even the kindest predictions for her future were grim. She was pregnant at 14, a dropout, and the product of a broken home. She was living in one of Atlanta's poorest housing projects, where only 5 percent of the residents had jobs.

Yet, today, Rebecca is a scholarship student at a college in Texas. Her first semester's grades were four A's and two B's. She intends to become a lawyer. The difference in her life was "Exodus, Inc.," the Cities in Schools program in Atlanta.

Rebecca enrolled in a program for teenage mothers at the local YWCA shortly after her son Robert was born. YWCA staff told her about a unique alternative school program called Exodus Cities in Schools.

Through counseling, development of a specialized educational plan, and participation in student leadership projects and performance arts, Rebecca began to believe in herself — and achieve. The alternative-school setting helped her combine being a single parent with pursuing her degree and dramatically change her life for the better.

[This case study provided by *Cities in Schools, Inc.*]

A New School — A Primary Prevention Focus

Educator Marva Collins is a demanding schoolmaster. Visitors to her Westside Preparatory School in Chicago are often struck by the orderly environment and the desire of the students to learn. Children are reading the *Wall Street Journal* and planning their future. They are reading Shakespeare, Chaucer, and Dostoyevsky. They are memorizing the Gettysburg Address.

Westside Preparatory School was founded by Collins in 1975 in a room of her home. Today it serves 244 children. Her success in nurturing and teaching students written off by others is known nationally. She has trained over 4,700 teachers in her methods.

Collins will serve as consultant to an OJJDP project, using her school as a model for developing new schools in public housing developments known as **Satellite Prep Schools**. The Wells Prep School will be established in the Ida B. Wells Public Housing Project in Chicago, Illinois. The program is a collaborative effort involving OJJDP, the Chicago Housing Authority (CHA), and the U.S. Department of Housing and Urban Development, and will be coordinated with the Weed and Seed initiative.

The Wells development is one of the oldest housing developments run by the Chicago Housing Authority. Its over 5,200 residents live in an environment where drug trafficking and violence are commonplace. Sixty-three percent of the children live in single parent households.

Ida B. Wells has experienced a drop in crime as a result of CHA's Operation Clean Sweep, an anti-drug effort that expels unauthorized residents. CHA promotes residentially developed initiatives and resident management to discourage criminal activity. CHA will work directly with the new Satellite Prep-School to promote resident participation with the school.

Wells Prep School will teach children in kindergarten through fourth grade. Emphasis will be placed on the following: creating a disciplined learning environment, instruction in reading through intensive systematic phonics, involvement of the parents in their child's education, and the teaching of moral values.

Through this project a training center will be developed in Chicago, to provide training for teachers in the Marva Collins Educational Method. Wells Prep School will open in September 1992.

Westside Preparatory School
4146 West Chicago Avenue
Chicago, IL 60651

Chicago Housing Authority
22 West Madison Street
Chicago, IL 60602

CHAPTER III

RECLAIMING COMMUNITIES

The need for cooperation and community action on behalf of America's young people has never been greater. Communities must come together to combat the ills that beset our young, and OJJDP continues to work to help communities improve local systems.

This chapter identifies the importance of community approaches that stress sound values. It further advocates the use of a local community assessment, followed by the development of an interagency model program. Through this cooperative strategy youth-serving agencies work together as well as separately. Two projects that demonstrate these principles, POLICY and SHOCAP, are described. OJJDP's efforts to provide timely training and technical assistance, and to develop projects that respond directly to concerns identified by the field are further highlighted.

◆ COMMUNITY VALUES ◆

In every community, a complex web of agencies serves the needs of troubled, problem, and delinquent youth. These agencies include law enforcement, courts, prosecution, probation, corrections, schools, and social services. Together they make up the juvenile justice system. The juvenile justice system is responsible for neglected, abused, and exploited youth who need assistance, and for delinquent offenders and those moving toward delinquency.

Under the broad mandates of the JJDP Act, OJJDP works to strengthen and improve the juvenile justice system and to prevent delinquency at the local level. Projects are developed and funded each year to study problems, promote innovative solutions, and enhance the skills and knowledge of juvenile justice professionals.

Because the system involves many components, it is especially important that they work well together. Approaches to child abuse, juvenile misbehavior, and delinquency that are uncoordinated and disconnected will ultimately prove to be ineffective. Efforts to improve juvenile justice bring OJJDP into partnership

with numerous localities. OJJDP has moved to expand and intensify assistance to communities.

Rebuilding communities plagued by violence, drugs, and crime is a slow, tedious, and labor-intensive process — but it can succeed. Citizens must reclaim their neighborhoods. Scarce resources must be allocated and targeted efficiently. Professionals must become skilled in their use of the latest methods. Above all, parents must provide the example children need to grow up as good and productive citizens. The Nation's future depends upon it.

Most families work for the best interests of their children. For those who enter the juvenile justice system, however, the family is often not working. More children are raised in single-parent households than ever before. Key institutions of society – home, school, and church – have lost influence. America's children are paying the price for the social decay around them.

Many influences touch the lives of today's young people. Some create their own institutions in the form of gangs. Some experiment with drugs, weapons, and risky behaviors. As originally conceived, the juvenile justice system was meant to function as a surrogate parent for troubled youth. The number of youth in the system is increasing, and case loads in all components of the system are typically high. To reverse these disturbing trends requires a broad scale community response on the part of citizens as well as constructive action to strengthen the American family.

OJJDP seeks to fulfill an appropriate Federal role in improving the juvenile justice system and preventing delinquency. Assistance proves advantageous when communities seek to understand their problems, implement change, and prompt improvement in the system.

The community must reinforce its common moral values. These include honesty, integrity, a strong work ethic, respect for authority, abstinence, and accountability for one's actions. Children should be taught the difference between right and wrong by those responsible for them. This responsibility belongs first and foremost to parents. That is why family strengthening is critical to delinquency prevention.

Creating a moral climate that teaches children the values of human dignity, character, and citizenship is both a parental and a community responsibility.

It is up to parents, leaders in the public and private sectors, and communities to work together to ensure that children receive strong and consistent messages about the moral principles they value.

National Commission on Children
Final Report, May 1991, p. 358

Horizons Plus

OJJDP seeks to demonstrate programs that make an impact on the moral development of young people. **Horizons Plus** is a unique educational program provided by volunteers to over 1,000 juveniles who reside in group homes or detention homes in Chesapeake and Norfolk, Virginia.

The program exposes adolescents to quality literature in a way that prompts gains in student performance, changes in attitude, and increases their motivation to learn. The literature has been carefully selected for its value in reinforcing basic, traditional values such as honesty, integrity, responsibility, and respect.

The curriculum is produced by Window to the World, Inc.

This is a Field-Initiated project.

Window to the World, Inc.
P.O. Box 308
Schroon Lake, NY 12870

◆ Interagency Coordination ◆

While a "medical model" is not a useful paradigm for understanding and controlling juvenile delinquents, it does furnish a good metaphor for understanding community problems and needs. Communities with delinquency problems exhibit certain symptoms. An in-depth community self-assessment will help evaluate symptoms, identify problems, and recommend possible solutions. Often problems are not solved because they are not properly identified.

OJJDP supports the use of community self-assessments to help communities define their problems and needs. Through a systematic process, community agencies develop closer working relationships by identifying together needs that community leaders may have each seen separately. The assessment should mark the beginning of a new approach to juvenile justice system improvement and prompt communities to develop an inventory of resources.

When the patient — the community — is not healthy, expert attention is obtained through a three-fold process:

- **Diagnosis — Inquiry**
  Conduct a jurisdictional self-assessment.

- **Prognosis — Definition**
  Develop an overall statement of the problem to be solved.

- **Prescription — Planning**
  Plan objectives, tasks, and resources to address the problem.

OJJDP provides consultant services to assist communities in conducting a self-assessment. The expertise provided by juvenile justice trainers with years of experience in local interagency program development has proven to be highly advantageous.

OJJDP has provided substantial training and technical assistance to juvenile justice professionals and local jurisdictions throughout America. The agency has maintained a central role in identifying those who have practical expertise and providing linkages with those who need it. Every effort is made to use qualified experts and to target training and technical assistance to meet the needs of the field.

Every component of the juvenile justice system receives some measure of training and technical assistance through OJJDP-funded grants. The wealth of training and technical assistance currently provided through OJJDP-funded projects is shown on page 55.

Communities are assisted in implementing their programs by receiving intensive on-site training and technical assistance. OJJDP provides this assistance to communities chosen through a systematic application process and subsequent peer review. The selected communities receive an on-site assessment followed by training and technical assistance to increase interagency cooperation and promote improvement in each component of the system.

The strategy employed by POLICY enhances community response to troubled, victimized, and delinquent youth and their families. Its focus includes orientation of local agency executives, interagency team building, management training, implementation of information sharing procedures, skill building, and development of new program components. Through this design, many projects funded and developed by OJJDP over the years are made available and focused with more intensity in a geographic area.

When communities implement a coordinated plan of attack against drugs, one which includes meaningful sanctions for any drug use, and involves schools, parents, religious organizations, law enforcement agencies and businesses, we can make progress in keeping drugs out of schools, neighborhoods and the workplace. Strengthening the ability of communities to mobilize against drugs and holding the occasional user accountable are among the cornerstones of the Administration's drug prevention Strategy.

National Drug Control Strategy
February 1991, p. 62
The White House Office of
National Drug Control Policy

Selected Training and Technical Assistance Providers

OJJDP sponsors training for those working in every component of the juvenile justice system. The organizations listed below are some of the OJJDP grantees which deliver training and technical assistance to field professionals.

American Correctional Association
(301) 206-5100
Corrections, Detention

American Prosecutors Research Institute
(703) 739-0321
Prosecution, Child Abuse, Parental Abduction

Boys and Girls Clubs of America
(212) 351-5947
Youth Programs, Gangs in Public Housing

Cities in Schools, Inc.
(202) 861-0230
Schools, Drop Out Prevention

Council of State Governments
(606) 213-1914
Drug Testing

Federal Law Enforcement Training Center
(912) 230-2497
Law Enforcement

National Center for Missing and Exploited Children
(703) 235-3900
Missing Children, Exploited Children

National School Safety Center
(818) 377-6200
Schools

National Council of Juvenile and Family Court Judges
(702) 784-6012
Judges, Courts

National Center for Neighborhood Enterprise
(202) 331-1103
Drug Abuse

National Court-Appointed Special Advocate Association
(206) 328-8588
Courts – Abuse, Neglect

National Institute of Corrections
(303) 939-8855
Corrections, Detention

Nellie Thomas Institute of Learning
(408) 647-1274
Literacy

Public Administration Service
(703) 734-8970
Law Enforcement, Missing Children

POLICY: Interagency Action Planning

In Fiscal Year 1991, OJJDP began an intensive training program for juvenile justice policymakers entitled **GANG AND DRUG POLICY** which focuses on developing interagency cooperation. The program brings together a multidisciplinary team representing different agencies — law enforcement, probation, prosecution, courts, schools, corrections, public housing, social services, and other local government officials. In an intensive five-day workshop, agency heads work toward an understanding of community youth problems and develop a plan of action tailored to their jurisdiction.

GANG AND DRUG POLICY is the latest in a series of training programs OJJDP sponsors to improve interagency cooperation at the local level, assist juvenile justice professionals in developing their skills, and make juvenile concerns a vital part of police operations. Other previously developed courses in the series are listed below.

SAFE POLICY is designed to improve school safety, supervision, control, and delinquency prevention efforts. A four-person community team including a school superintendent, probation officer, prosecutor, and police chief or sheriff participate together in this seminar.

POLICY I trains law enforcement executives to improve police productivity, increase police services to juveniles, and integrate juvenile services into other law enforcement activities. **POLICY II** builds on POLICY I by providing further implementation principles.

CHILD ABUSE AND EXPLOITATION: INVESTIGATIVE TECHNIQUES provides law enforcement investigators valuable training in the most effective techniques for handling cases of child abuse, sexual abuse of children, child pornography, and missing children.

MANAGING JUVENILE OPERATIONS (MJO) provides juvenile unit commanders with effective techniques and strategies for identifying critical juvenile needs and services, improving case management efforts, and maximizing interagency cooperation.

Tuition, room, and course materials are provided through an OJJDP grant. Participants are responsible for meals and transportation expenses to and from the training site. OJJDP provides technical assistance extending beyond the workshop for the participating jurisdictions.

Details and registration forms for each of these training seminars may be obtained from OJJDP.

The mission of OJJDP's POLICY program is to enhance commu-

nity response to troubled, victimized, problem, and delinquent youth and their families. This is accomplished through the development of an ongoing process of information sharing, interagency collaboration and coordination leading to improved delinquency prevention, offender rehabilitation, and improved juvenile justice practices. The process requires development of a partnership among the leaders of local government, community organizations and institutions.

POLICY stands for: Policies, Practices, and Operations Leading to Improved Children and Youth Services.

Figure 6

Community Interagency Model (CIM)

Cooperation among local youth-serving agencies is enhanced through OJJDP's POLICY program designed to deliver training and technical assistance to communities. Experienced justice professionals help all components of the system work together to develop an interagency program.

SHOCAP: Interagency Case Management

The vast majority of young people do not commit serious crimes. Most who enter the juvenile justice system learn from their mistakes and begin to behave more responsibly. A very small number become serious habitual offenders, who account for a large percentage of criminal offenses. They are skilled at taking advantage of the disconnected arrangement of the system.

The case of "Joe" illustrates the importance of tightening the system's response to serious offenders and those at risk of becoming hardened criminals, if left alone. Joe is a victim of abuse, a chronic runaway prone to violent acts, but he has never been adjudicated delinquent, and none of the agencies separately responsible for him is aware of the larger picture of his behavior. Too often youths who are most seriously in trouble remain invisible to the system. Interagency cooperation, information sharing, and better case management procedures are needed to deal with the Joes of every community.

Through sharing of records and interagency cooperation, strategies can be devised for serious offenders like Joe. Their cases can be addressed before they erupt in major criminal acts. Without a coordinated system to hold them accountable, youth may move unhindered in predictable progression from victim to predator.

To meet this need, OJJDP has continued sponsorship of **SHOCAP** (Serious Habitual Offender Comprehensive Action Program) at 21 sites. SHOCAP helps community agencies work together by establishing an interagency case management system and introduces a crime analysis capability to the local law enforcement agency. OJJDP funds the Public Administration Service, McLean, Virginia to provide training and technical assistance to sites.

Local agencies agree on how to define a serious habitual offender (SHO) and agree on how they will cooperate to suppress SHO activity. Representatives of police, prosecution, schools, courts, human services, and corrections work together as a part of a SHO management team.

OJJDP has established a proven track record for SHOCAP in jurisdictions where it has been implemented and given time to mature. The benefits of maintaining good information on serious offenders and sharing this information among those concerned with a youth are immediate.

SHOCAP prompts more effective suppression, control, and supervision to reduce the criminal activity of the small percentage of youth who commit most of the serious juvenile crimes. The formation of an interagency task force also prompts juvenile justice system change for the benefit of other less serious offenders. A gang component (pp. 34-35) and an aftercare component have been recently implemented.

Joe

Joe is 15 years old, 6'1" tall, and 210 pounds. He is large and clumsy and has a violent nature. His parents are divorced. He lives with his 51-year-old alcoholic father in a lower-working-class neighborhood. His father has a lengthy arrest record. Father and son have frequent fights escalating to physical violence.

Joe has demonstrated progressively serious behavioral problems in the community. He has had contact with a number of community agencies, but each agency possesses only a few clues indicating Joe's progression toward a life of crime and violence.

This pattern of violent behavior has landed Joe in secure confinement. He remains a combative and violent individual who has failed to respond to treatment.

The official records of Joe's contact with public agencies during a 15-month period together tell Joe's true story.

Joe's Contacts With Public Agencies

Police Arrest/Contact Records

02-23	Attacked a teacher with a belt
06-29	Assaulted a student with a stick
08-31	Threatened a counselor with a stick
09-16	Threatened to jump from a 2nd-floor school ledge
04-13	Came to school intoxicated
04-17	Threatened a school bus driver with a knife

School System

02-10	Suspended 3 days for a class III offense
03-06	Suspended 3 days for a class III offense
03-14	Suspended 3 days for a class III offense
04-13	Expelled from school, cannot return

Probation/Social Service

03-04	Aggravated Assault
03-04	Assault & Battery
06-22	Other/Neglect
06-23	Other/Physical Abuse
06-25	Beyond Control
06-26	Beyond Control

Crime Analysis/Missing Persons Files

06-18	Ran away from father's home to mother's home
06-19	Returned home
06-22	Ran away from foster home
06-24	Returned to foster home
06-27	Placed in children's home, ran away later the same day
09-01	Ran away from children's home
09-02	Located at grandmother's home
09-15	Ran away from father's home to mother's home
09-20	Ran away from children's home
09-23	Located at father's home

BEST COPY AVAILABLE

JOE'S COMBINED AGENCY RECORD

SCH	02-10	Suspended 3 days for a class III offense
POL	02-23	Attacked a teacher with a belt, discharged
HRS	03-04	Aggravated Assault
HRS	03-04	Assault & Battery, Walker Plan
SCH	03-06	Suspended 3 days for a class III offense
SCH	03-14	Suspended 3 days for a class III offense
SCH	04-13	Expelled from school, cannot return
CAU	06-18	Ran away from father's home to mother's home
CAU	06-19	Returned home
CAU	06-22	Ran away from foster home
HRS	06-22	Other/Neglect, held over
HRS	06-23	Other/Physical Abuse, unfounded
CAU	06-24	Returned to foster home
HRS	06-25	Beyond Control, referred to other agency
HRS	06-26	Beyond Control, held over
CAU	06-27	Placed in children's home, ran away later the same day
POL	06-29	Assaulted a student with a stick
POL	08-31	Threatened a counselor with a stick
CAU	09-01	Ran away from children's home
CAU	09-02	Located at grandmother's home
CAU	09-15	Ran away from father's home to mother's home
POL	09-16	Threatened to jump from a 2nd floor school ledge
CAU	09-20	Ran away from children's home
CAU	09-23	Located at father's home
POL	04-13	Came to school intoxicated, released to grandmother
POL	04-17	Threatened a school bus driver with a knife
POL	05-01	Arrested as a result of the knife assault, pending

SCH = School
POL = Police Arrest
CAU = Crime Analysis
HRS = Probation

A State Senator commented on his community's approach to youth issues . . .

The juvenile court, the Department of Human Services, and the provider community looked at each other as adversaries, and each had its own agenda about what it wanted to get out of the new project. There was a lack of communication, no understanding of the roles of others. There was opposition from the Governor and the Finance Department, too. The misunderstanding in the community was overcome by getting together and discussing what the goals are and how many of them had common goals. Together, they figured out what gaps there were in services and created a working understanding of how the other groups worked. It opened communication links. People are more willing to confer and are also more aware of what services each has to offer.

From the report: *Services Integration for Families and Children in Crisis*
Inspector General Richard P. Kusserow
Department of Health and Human Services
January 1991

◆ Field Initiated Strategies ◆

While some needs of the juvenile justice system are best served from the national level such as data collection, most improvements will be implemented locally. It is from local jurisdictions that many of the best ideas have arisen.

OJJDP works hard to stay in touch with the field. Staff members travel throughout the year conducting site visits, advising on project implementation, attending conferences, and delivering presentations and training. When not on the road, they remain in frequent telephone contact with the field.

By maintaining channels of communication with field professionals, funding projects that deliver direct training and technical assistance, and through field-initiated projects and fellowships, OJJDP seeks effective, practical ways to provide leadership for the juvenile justice system nationwide.

An example of the cooperative process that generates new efforts is the OJJDP-sponsored training provided juvenile corrections professionals. Delegates to the American Correctional Association's 120th Congress of Corrections in San Diego, California, met to discuss the special training needs of juvenile corrections professionals. A resolution was passed to approach the Director of the National Institute of Corrections (NIC) and the Administrator of OJJDP to seek assistance in obtaining the needed training.

After several meetings to define an appropriate training agenda, a group of 33 juvenile corrections and detention executives met in May 1991 for a three-day National Needs Assessment Forum. This forum set priorities for addressing the major needs of the profession. Through the involvement of OJJDP and NIC, juvenile corrections professionals have a full curriculum of juvenile-oriented training provided by the National Academy of Corrections. (For more information on training for juvenile corrections professionals, see pages 86-87.)

This is but one example of responsiveness to the field. Through continued discussions among field professionals, government agencies, and professional groups, needs are defined, programs are designed, and assistance is made available.

In Fiscal Year 1991, OJJDP began two new initiatives that give field professionals a greater role in developing new projects. OJJDP's goal is to inspire innovative approaches at the local level that yield better results and contribute to the improvement of the entire juvenile justice system.

The first initiative, the Fellowship Program, provides grants to scholars for independent study in

the field of juvenile delinquency. Funds are made available for visiting, graduate, and summer research fellowships.

The second initiative, the Field-Initiated Program, offers an opportunity for State and local governments, public and private agencies, and community groups to develop and implement innovative projects. These projects must be relevant to the mission of OJJDP and use approaches other than those called for by current and planned OJJDP projects.

Fellowship and field-initiated project proposals are examined closely and evaluated by peer review like all other OJJDP projects. The projects must fall within the general scope of OJJDP's program plan.

In Fiscal Year 1991, OJJDP made 13 awards: one graduate research fellowship, one summer research fellowship, one visiting research fellowship, and ten field-initiated projects.

Fellowships and field-initiated projects awarded in Fiscal Year 1991 are described below and throughout this annual report.

Thornton Township
"Youth and the Law" Project

At-risk youth in Thornton Township, a suburb of Chicago, Illinois, will receive services through a "Youth and the Law Project." Chronic truants, suspended students, status offenders, and nonviolent delinquents will be recruited for participation in the program. By intervening at the early signs of truancy, the project expects to prevent a downward slide toward dropping out and chronic juvenile delinquency.

The program will implement a collaborative effort on the part of schools and community agencies. Youth and their parents will be invited to attend "Youth and the Law" group meetings, where they will learn about the juvenile justice system and receive guidance regarding available educa-

The good news is that the risks which children face can be prevented. Unlike plagues or natural cataclysms, our communities have the power to control these problems when they each come together to develop 'a comprehensive plan of attack.'

We need cooperation in our communities and the type of society where good values and good lessons are reinforced by the incentive of the marketplace.

Jack Kemp
Secretary of Housing and Urban Development
***Youth Investment and Community Reconstruction: A 10th Anniversary Report of the Milton S. Eisenhower Foundation, Street Lessons on Drugs and Crime for the 90's*, 1990, p. 94**

tional and community services. Individualized guidance strategies will follow, leading to diagnostic profiling, counseling, and home-based family support services.

Bridge Home Services

Miami Bridge, Inc. in Dade County, Florida, is a non-profit organization providing crisis counseling to families of runaway, abused, "ungovernable," and status-offender youth. While providing 24-hour emergency shelter to these youth, the program attempts foremost to strengthen families and improve the home environment so that they can return home rather than be placed in foster care, detention, or child-welfare institutions.

Counseling provided is home-based and intensive. Miami Bridge has found that dysfunctional families are much more likely to participate and profit from counseling services when those services are provided in their homes. OJJDP's grant will provide the capacity to deliver services to 200 families.

CHAPTER IV

ENTERING THE JUVENILE JUSTICE SYSTEM

Responsibility for rendering justice to America's youth falls squarely on the shoulders of the juvenile court. It is not a responsibility easily discharged. Juvenile courts nationwide disposed an estimated 1,189,200 delinquency cases and 76,700 status offense cases in 1989, the last year studied. The courts maintained jurisdiction in dependency matters for approximately 300,000 children in foster care and thousands of others in public or State institutions.

Juvenile courts cannot and should not shoulder their burden alone. The courts are but one component of the juvenile justice system. Juvenile court administrators, juvenile justice professionals, social service workers, law enforcement officers, teachers, parents, and the community at large must do their part to assist juvenile courts.

During Fiscal Year 1991, OJJDP funded projects to train juvenile court judges and those persons who are called upon to support the juvenile courts. OJJDP also funded programs to promote restitution and help children in the system.

◆ UNIQUENESS OF JUVENILE COURT ◆

There is no typical juvenile over whom juvenile courts have jurisdiction. They range in age from birth to eighteen. They may be abused, neglected, or abandoned non-offenders; wayward status offenders; serious and petty criminals; adolescent residents of correctional facilities; or runaways without any residence at all.

The juvenile justice system classifies youth and their problems into three categories: delinquents, status offenders, and dependent children. These categories are often defined by State statutes and generally dictate how a child will be handled by the system.

Delinquents commit crimes for which an adult could be prosecuted in criminal court. Most juvenile offenses do not involve violence or constitute serious crimes. Juveniles were charged with offenses against persons such as robbery or assault in only 17 percent of the 1,189,200 delinquency cases handled by juvenile courts in 1989 (Fig. 9). The majority of delinquency cases (58 percent) involved property of-

fenses such as shoplifting, burglary, and vandalism.

Sixty-four percent of all delinquency cases referred to juvenile courts in 1989 involved youth 15 years of age and older. The largest single age group of delinquent offenders was 16 (22.3 percent), and the smallest single age group for which statistics are maintained was 10 (1.7 percent). Children age nine and under constitute 1.9 percent of juveniles charged with criminal offenses.

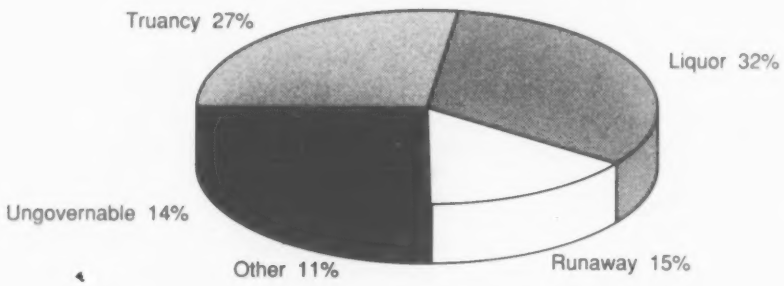
Status Offenders engage in conduct or acts which are offenses only when committed by a juvenile. Status offenses vary from State to State, but generally include running away, truancy, drinking, and ungovernability. A full 59 percent of the status offenders referred to juvenile courts in 1989 were charged with either underage liquor law violations (32 percent) or truancy (27 percent). In some States' statutes, status offenders are grouped with delinquents, in others they constitute a separate category, and in still others they are grouped with dependent and neglected children.

In 63 percent of petitioned status offense cases, the juvenile was adjudicated a status offender. In all offense categories (running away, truancy, ungovernability, and liquor-law violations), the juvenile stood a 50-percent or better chance of being adjudicated a status offender, with the highest likelihood occurring for children charged with ungovernability (68 percent).

Juvenile justice professionals have long debated the best way to handle status offenders. The JJDP Act requires the deinstitutionalization of status offenders such as runaways, and all 50 States have adopted new laws or policies that implement this policy.

Figure 7

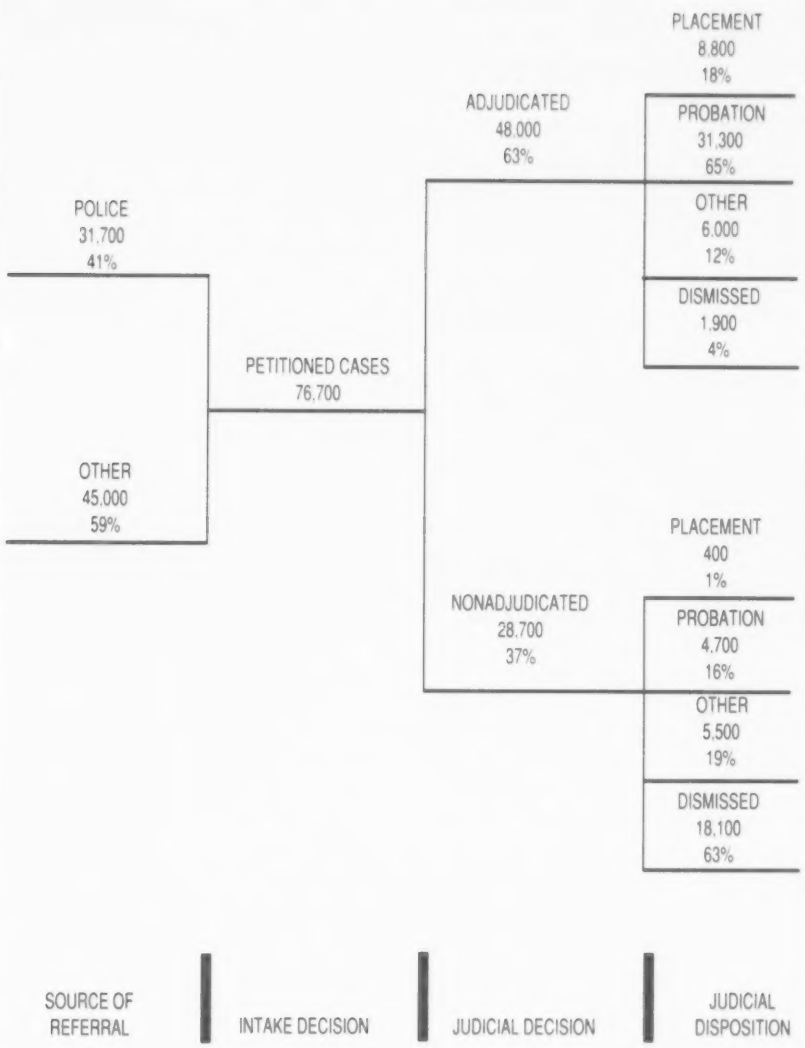
Petitioned Status Offense Cases By Offense Type, 1989



Source: ***Juvenile Court Statistics 1989*** **(Forthcoming).**

Figure 8

Juvenile Court Processing of Petitioned Status Offense Cases, 1989 National Estimates



Source: *Juvenile Court Statistics 1989*, OJJDP, (Forthcoming).

Of all juveniles adjudicated status offenders, 65 percent were placed on probation, 18 percent were placed out of the home, 12 percent were given an alternative disposition, and 4 percent were dismissed.

Dependent Children cases involve children who are abused, neglected, or abandoned. The numbers of dependent children coming into the juvenile justice system for the first time, and the complexity of their needs, create an enormous demand for the time and resources of juvenile courts.

Reliable data on dependency cases are not readily available. Not all are handled by juvenile courts each year. Many are handled by outside agencies (social service departments), and the classification of dependency varies among jurisdictions. According to OJJDP's *Juveniles Taken Into Custody: Fiscal Year 1990 Report*, of the 56,123 juveniles held in public facilities nationwide during a one-day count in 1989, about 1 percent or 539 were nonoffenders (dependent, neglected, abused, emotionally disturbed, or mentally retarded). Among the 37,822 youth in private facilities on the same day, 29 percent or 10,914 were nonoffenders.

When the first juvenile court was created in 1899, there was no pattern to follow, no long line of legal precedents, no firm statutory or constitutional framework for the rights of juveniles, and no clear philosophy of juvenile justice. Judges were largely on their own when figuring out how to make use of the growing variety of social workers, welfare agents, truancy officers, educators, and others who intervened in the lives of youth. They were expected to handle a wide range of legal issues — civil, criminal, quasi-criminal, and custodial — and deal with juveniles of all sorts, from abused, neglected or abandoned nonoffenders to vicious and violent criminals. They made their way by trial and error, with varied results.

Today the over-crowding of courts, the increasingly complex society, and the diversity of problems in the juvenile population make it imperative that judges receive special training to preside over juvenile courts. Juvenile court judges confront the same problems confronted by any judge — case management, courtroom administration, continuing education needs — but they also must face an array of social, criminal, moral, and health problems besetting juveniles — from AIDS to crack cocaine to youth gangs and violent delinquents.

The OJJDP-sponsored **Juvenile and Family Court Judges Training Project** is designed to provide training and technical assis-

> *The care, trust, custody and discipline of a child shall approximate as nearly as may be that which should be given by its parents.*
>
> **Founders of the first juvenile court**
> **Illinois, 1899**

Recognizing the common goal of the courts, the community, and its institutions for prevention and early intervention, and recognizing the consequences to the community and society when families fail, the court should express its willingness to act in concert with schools, community agencies, programs, and institutions on behalf of children and their families.

Judge David Grossman
Hamilton County Juvenile Court
Hamilton County, Ohio
(Unpublished paper presented to OJJDP August 28, 1991)

tance to juvenile and family court judges. Operated by the National Council of Juvenile and Family Court Judges (NCJFCJ), this training helps juvenile and family court judges maintain an awareness of new developments affecting juvenile courts. During Fiscal Year 1991, the NCJFCJ provided training in the following:

- sentencing and treatment options
- intermediate sanctions
- developments in family and juvenile case law
- juvenile gangs and violence
- drug abuse and testing
- illiteracy
- unemployability
- family dysfunction

Over 9,000 persons participated in 58 training sessions, over 900 requests for technical assistance were answered, and more than 935 documents were distributed.

The **Technical Assistance to the Juvenile Court** project is funded by OJJDP and developed by the National Council of Juvenile and Family Court Judges (NCJFCJ). This project is operated by the National Center for Juvenile Justice (NCJJ), the research division of the NCJFCJ. Under this project, started in 1984, NCJJ staff and juvenile court judges provide off-site, on-site and cross-site consultations and peer assistance to juvenile courts and juvenile court professionals in the areas of court administration, program development, court decisionmaking, due process and case law. The technical assistance provided takes both a case-by-case problem-solving approach and a preplanned activity approach, which anticipates the needs of juvenile court professionals and develops resources for the field.

The **Juvenile Justice Training Program** for 1991 provided training in court management to juvenile courts. All of the training sessions were conducted by the faculty from the Institute for Court Management (ICM).

One workshop in Fiscal Year 1991 focused on decision making at the intake point. The workshop was designed to improve the rationale, consistency, and predictability of intake decisions. Four working sessions were conducted at the annual workshop, which covered the topics of juvenile court intake, dispositions, intervention of adolescent drug sellers and abusers, and intervention of adolescent sexual offenders.

◆ Processing Delinquency Cases ◆

The overwhelming majority of cases handled by Juvenile Courts involve charges of delinquency, and the number is increasing, according to *Juvenile Court Statistics 1989* (Forthcoming). In 1989, the last year for which full statistics are available, juvenile courts handled 3 percent more delinquency cases than in 1988. From 1985 through 1989, the number of delinquency cases increased by 7 percent.

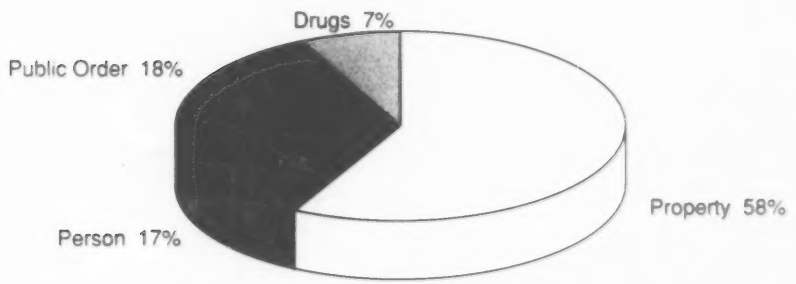
In 1989, one half of all delinquency cases referred to court were petitioned to juvenile judges for formal processing; the other 598,000 cases were handled informally. Juvenile court judges adjudicated 59 percent of the petitioned delinquency cases.

The juvenile courts' heavy case load leaves judges little time for each case, and even less time to devise new ways of dealing with each new juvenile. Judges therefore rely heavily on traditional sanctions such as incarceration and formal probation. These sanctions might be appropriate for juveniles who commit serious crimes, but they might not be appropriate for other delinquents.

When faced with limited dispositional alternatives, many juvenile judges are forced to place non-serious offenders in juvenile residential facilities or relegate them to over-worked and under-staffed probation departments. In 1989, juvenile court judges placed 32 percent of the adjudicated delinquents in residential facilities. Fifty-seven percent were placed on formal probation. Placement in a residential facility or probation was also ordered in many cases not petitioned to the court. Only one percent of cases petitioned but not adjudicated delinquent resulted in out-of-home placement; 26 percent resulted in probation.

Figure 9

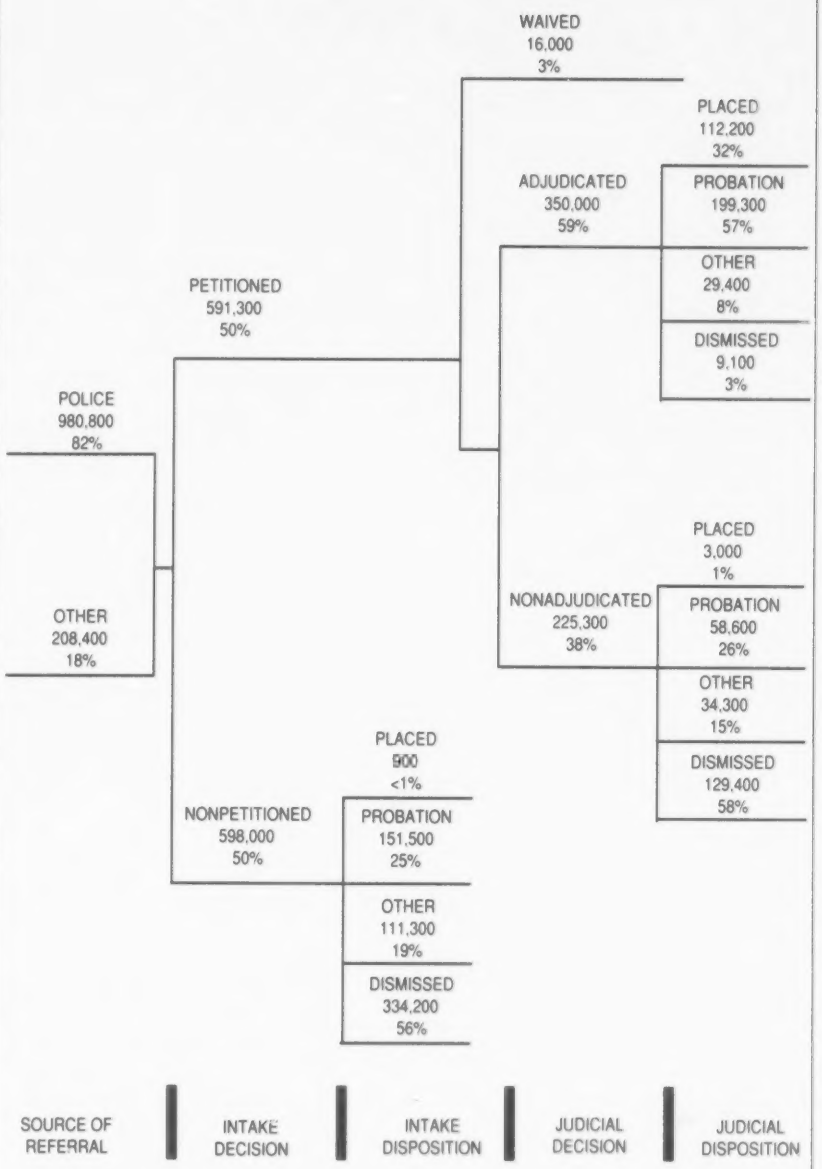
Delinquency Cases By Offense Type, 1989



Source: ***Juvenile Court Statistics 1989*** **(Forthcoming).**

Figure 10

Juvenile Court Processing of Delinquency Cases, 1989 National Estimates



Source: ***Juvenile Court Statistics 1989*****, OJJDP, (Forthcoming).**

Field-Initiated Project for Courts

Evaluation/Enhancement of Juvenile Dispositional Guidelines

The State of Delaware has taken steps to reform its juvenile justice sentencing guidelines in favor of community-based alternative sanctions. Since 1987, a sentencing guidelines approach has been used with success in the adult criminal justice system. The approach has effectively expanded the role of alternatives to incarceration while ensuring that violent offenders are incarcerated.

OJJDP will assist the Delaware Council on Crime and Justice in a study of the effectiveness of a proposed State juvenile dispositional guidelines system. A rigorous evaluation of the guidelines will take place during a one-year test period. To enhance practices, the project will also focus on implementing a victim-offender mediation program emphasizing restitution for juveniles guilty of relatively minor offenses.

◆ Assisting Prosecutors ◆

Child abuse cases present unique challenges to prosecuting attorneys. To prepare prosecutors for this challenge, the American Prosecutors Research Institute, under the **Child Abuse Technical Assistance and Training** grant, has created the National Center for Prosecution of Child Abuse. At the Center, prosecutors and other professionals involved in child abuse cases are given training, technical assistance, and clearinghouse support. In Fiscal Year 1991, the center provided practical guidance in handling child abuse and young victim cases to scores of justice professionals.

Though most juvenile courts operate in rather an informal manner compared to criminal courts, since *In Re Gault*, and related cases, juvenile courts have become increasingly more formal and concerned about due process. This trend, in addition to the increased level of serious juvenile crime, has led to the increased involvement of prosecutors in the juvenile justice process. In response, OJJDP funds projects to prepare prosecutors to assume greater responsibility for leadership in juvenile courts.

One such project, called **Prosecutor Training in Juvenile Justice**, was funded in previous years and continued during Fiscal Year 1991 to enable the National College of District Attorneys to present a training course for prosecuting attorneys.

Another project for prosecutors is the **Juvenile Justice Prosecution Project**, which has three aims: 1) increasing chief prosecutors' knowledge of and interest in issues related to juveniles, 2) encouraging prosecutors' meaningful participation in the juvenile courts, and 3) increasing prosecutors' involvement in the juvenile justice system. This project should enhance the role of prosecutors in the process of rendering justice to juveniles.

◆ Accountability through Restitution ◆

OJJDP actively encourages juvenile judges to include restitution as part of their disposition of cases. Restitution is viewed as a reparative sanction that is designed to repair the damage caused by the delinquent behavior. It provides a juvenile court judge with a means of both compensating the victims of delinquent behavior and making the juvenile offender accountable to his community.

Restitution can also help judges make better use of scarce resources. By relying upon restitution more often in dealing with juveniles charged with property offenses, judges can reserve incarceration for the minority of truly dangerous juvenile offenders. In fact, in 1989, restitution was ordered in 74 percent of all theft cases handled by juvenile courts according to the *1991 RESTTA Survey*.

As an alternative to confinement, restitution provides the juvenile judge with a flexible and appropriate disposition for many cases of non-violent, non-serious offenders. A judge can tailor a restitution program to the juvenile and his crime by varying the components frequently included in restitution programs, thereby dramatically increasing the sentencing options available to him. The array of possible dispositions based upon restitution is limited only by the ingenuity of the judge.

Models — There are four common models for formal restitution programs. According to the *1991 RESTTA Survey*, the most common restitution program follows a "community service" format, in which the juvenile is required to work a set number of hours in community service. Ninety-four percent of the jurisdictions using a formal restitution program include community service as part of their program.

Almost as common is the "financial restoration" model, which emphasizes the juvenile's responsibility to repay the victim of his crime. This model is followed in 91.9 percent of the jurisdictions with restitution programs. Restitution programs in most jurisdictions combine elements from both the "community service" and "financial restoration" models.

RESTTA on Restitution

To continue to advance the progress of restitution, OJJDP continued funding of the **Restitution Education, Specialized Training and Technical Assistance Program** (RESTTA), conducted by the Pacific Institute for Research and Evaluation (PIRE). RESTTA has spawned formal restitution programs across the Nation. Since 1980, 313 formal restitution programs have been initiated. Today, there are 550 programs nationwide, 13 of which were developed in 1991. Every State has at least one jurisdiction actively using a formal restitution program.

Restitution itself is not a new idea, but until recently it was not formally a part of the juvenile justice system in most States. The first formal restitution program was started in 1930. By 1970, there were still less than 10 formal programs nationwide. The greatest number of formal restitution programs began operations during the years after the RESTTA program was funded by OJJDP.

Restitution has been a major priority of OJJDP since 1976, when the National Juvenile Restitution Program was first initiated. That effort by OJJDP led ultimately to the RESTTA project. At the time the RESTTA project was implemented most jurisdictions did not have a formal restitution program, although it is estimated that 60 percent of the juvenile courts had occasionally ordered restitution in a somewhat ad hoc fashion.

The RESTTA program has prompted significant improvements in existing restitution programs and is responsible for increasing the number of jurisdictions with formal programs. RESTTA's 1991 funding provided training, technical assistance, and information on restitution guidelines to juvenile courts and professionals across the country. Two specialized training sessions were conducted at the 4th Annual Conference on Restitution.

RESTTA also monitors the success of restitution programs nationwide. During Fiscal Year 1991, the Institute distributed over 3,700 surveys to obtain data to update the National Directory of Juvenile Restitution Programs, last published in 1987. The RESTTA survey reveals that in 1990 juveniles successfully completed their restitution orders in 73.2 percent of the cases in formal programs for juveniles only, and in 74.2 percent of the cases in informal programs for juveniles only. (PIRE defines a formal program as a program with a name, a dedicated staff member, and policy guidelines. An informal program lacks one or more of those elements.) Completion rates varied greatly among jurisdictions.

The RESTTA program works to improve the effectiveness of all restitution programs by sharing information among jurisdictions.

Pacific Institute for Research and Evaluation
7315 Wisconsin Avenue NW.
Suite 900E
Bethesda, MD 20814

The third most popular restitution program, commonly called the direct "victim-service" model, is used in 39.6 percent of the jurisdictions with restitution programming. In this model, the juvenile provides specific services to his victim. For example, a juvenile who vandalizes a garage may be ordered to repaint the garage as part of his sentence.

The final and least frequently employed model involves "victim-offender mediation" in which the offender and his victim come together under the guidance of an experienced mediator to mutually agree upon a satisfactory resolution of the conflict resulting from the juvenile's offense. The use of victim-offender mediation programs is slowly growing, in part because of the putative emotional and psychological benefits to the victim and the juvenile to be derived from a face-to-face encounter.

Many restitution programs have added a "jobs component," which involves completing two tasks. The "direct service" task prepares juveniles for employment through job counseling and training. The "outreach" task involves the active participation of juvenile justice professionals in finding employment for juvenile offenders. The combination of these two tasks produces greater employment opportunities for juveniles placed in restitution programs, thereby increasing the likelihood that their victims will be fully repaid.

Restitution, in all its variations, appears to work in both theory and practice. On average, a juvenile court in 1990 ordered restitution amounting to $138,714.53 in monetary compensation, 35,465 hours of community service, and 119 hours of victim service, according to the *1991 RESTTA Survey*. On average juveniles completed restitution orders with $80,849.52 in monetary compensation, 31,087 hours of community service, and 80 hours of victim service. These numbers clearly indicate that most juveniles will do as they are ordered by a judge following a restitution program.

Though the juvenile justice system has paid increasing attention to the welfare of juvenile offenders, little attention has been paid to protecting the victims of juvenile crime or providing a full role for victims in the adjudicatory process. Victims and witnesses are often not informed of hearings and outcomes of adjudication. Victim impact statements are not always considered at adjudication.

The **Victims and Witnesses in the Juvenile Justice System Development Program**, operated by the American Institutes for Research, has assisted OJJDP in establishing three pilot sites to implement a model program for victims and witnesses. The program aims to provide a greater role for victims and witnesses, increase their confidence in the system, and foster a greater sense of accountability in the community.

Assisting Children in Resolving Difficulties

Children who have been abused, neglected, or abandoned are often frightened and confused when they come into the court system. They may find themselves at a very young age shunted about through a system that does not understand their individual needs. The **Court-Appointed Special Advocates Program** (CASA) gives them a voice in the person of a trained advocate who will listen, care, and stand up for their best interests.

CASA's are community volunteers motivated by the belief that every child has a right to a safe and permanent home. A CASA's first concern is the best interest of the child. They help the Court ensure that the child will not fall through the cracks in the judicial system by providing judges with a thorough appraisal of the child and his problems, a recommendation about the best available home settings, and other relevant information. This enables juvenile judges to make informed decisions affecting the child's future.

The National Court Appointed Special Advocate Association (NCASAA) program provides support services for over 28,000 court appointed special advocates

Field Initiated Project for Courts

Volunteer Sponsor Program

Numerous community-based programs have been successful in using trained volunteers as mentors or advocates in the juvenile justice system. Fairfax County, Virginia, will establish a program to assist court-involved minorities. The program seeks to reduce recidivism, improve school attendance, and assist youth in developing a concrete plan for post-high school education or employment. The program will aid in reducing disproportionate incarceration of minority youth.

A "volunteer sponsor" will maintain regular contact with the youth and his family. The sponsor will put the youth in touch with available health, educational, vocational, recreational, and social services. A minimum of 30 youth will receive services during the one-year start-up period. An evaluation of program process and outcomes will be conducted and the results disseminated to juvenile justice professionals.

Juvenile and Domestic Relations District Court
4000 Chain Bridge Road
Suite 2200
Fairfax, VA 22030

(CASA's) to represent children who come before juvenile courts in dependency proceedings. In 1991 they provided more than 1.5 million man-hours of work on behalf of juveniles in 49 States. In 1991, NCASAA received $750,000 — 68 percent of its program costs — from OJJDP.

The CASA program is the creation of a judge who wanted to ensure that the child's needs and interests were represented in his courtroom. Realizing that guardians ad litem (GAL) were generally practicing attorneys with neither the time nor the training to make a long-term commitment to a juvenile's case, the judge recruited and trained citizen volunteers to serve as GAL. Other CASA programs were developed across the country following a 1978 study, funded by OJJDP, that described CASA as one of the most successful volunteer programs in the juvenile courts.

CASA is the fastest growing child advocacy program in the United States, averaging the opening of three new CASA programs each month during 1991. The CASA program is also one of the most successful volunteer programs in the juvenile courts.

◆ Helping Children Find a Permanent Home ◆

In the United States today, there are an estimated 500,000 children who live apart from their families in foster homes, group homes, mental health or special education institutions, and juvenile justice facilities. Of those children, over half will be kept away from their families for more than a year. Three out of five will be placed in more than one temporary home while they are away from their families. Some will have seen more than 15 "homes" during their childhood, and still others will never have the experience of living permanently with any family again.

The **Permanent Families for Abused and Neglected Children** program attempts to resolve permanently the placement or "home status" of these children. The program provides national training and technical assistance to train judges, social services personnel, volunteers, and others. It conducts seminars and develops materials that emphasize the importance of preserving the family by preventing placement in foster care, reunifying families following out-of-home placements, and, when necessary, facilitating the timely adoption of children in foster care.

The Permanent Families program during Fiscal Year 1991 focused on training and technical assistance for juvenile and family court judges, who are responsible for complying with the mandates

Denny

"My name is Denny Johnson. I am six. My dad is a truck driver. I didn't see much of him when I was little. When I was four, my mom hit me a lot. Once she broke my arm, then she hit me and I started throwing up. My mom and dad took me to the hospital.

"All the doctors and the (social) worker tried to get me to say what happened. I told them I didn't want to talk. The worker took me to a foster home. That was scary but she held me till I felt okay. The foster home was nice. I loved my foster mom and dad but I love my real mom most.

"The worker took me to see a doctor for counseling. Mom saw the doctor, too, so she wouldn't hurt me anymore. I saw mom and dad at the office at first. Then the worker took me home and stayed.

"When I was left there alone for the first time, I was scared. When I saw the worker, I cried. I told her finally that I was scared to go home. The doctor told me I didn't have to go if I was scared so the worker stayed with me for a couple of visits — then I felt safe.

"Now I am home. Dad pays attention to me and mom doesn't hurt me."

This child received the assistance of the Permanent Families project sponsored by the National Council of Juvenile and Family Court Judges. The very intensive help his family received was instrumental in helping him remain with his natural family.

established by the Adoption Assistance and Child Welfare Act of 1980. This Act requires judges hearing dependency matters to determine whether all "reasonable efforts" have been made to 1) prevent the foster care placement of abused and neglected children, 2) preserve the family unit, and 3) reunify families of children already in foster care.

In 1991, over 4,709 persons attended the State and national training sessions conducted under this program. The preparation and distribution of written and videotaped materials continued under the supervision of NCJFCJ, and new training and educational materials were developed to aid judges hearing dependency cases involving drug dependency and substance abuse.

CHAPTER V

DETAINING AND SUPERVISING OFFENDERS

Professionals working with juvenile offenders face tough challenges in the 1990's. While offender populations continue to grow, professionals are expected to protect the public, hold offenders accountable, and help offenders improve their lives.

OJJDP has devoted extensive resources to help juvenile justice professionals make sanctions work for offenders, and has been a leader in encouraging innovation in the field and in promoting improvements in the system.

A priority of OJP and the Department of Justice is to promote the use of intermediate sanctions for non-violent offenders. While there will always be a need for institutional confinement and traditional probation and parole, many non-violent, less serious offenders can be handled by alternative methods.

Typical intermediate sanctions coming into use include: boot camps, intensive supervision, day reporting centers, increased use of fines, restitution and community service (pp. 73-75), drug testing, electronic monitoring, and home detention. Many initiatives described in this chapter such as boot camps and intensive supervision involve new program designs that expand the options available in the field.

This chapter describes Fiscal Year 1991 initiatives in the areas of probation, boot camps, aftercare, training, and private sector projects. It further reports the available data on juveniles taken into custody as mandated by the JJDP Act [Sec. 207(1)].

◆ JUVENILES TAKEN INTO CUSTODY ◆

In 1988 Congress amended the JJDP Act to require better and more detailed reporting of data on juveniles taken into custody. By law, the Administrator of OJJDP must report annually a wealth of information on these juveniles.

To assist OJJDP in complying with this mandate, the National Council on Crime and Delinquency (NCCD) in cooperation with the U.S. Bureau of the Census conducts the **Research Program on Juveniles Taken Into Custody**.

In Fiscal Year 1991, NCCD tested both an automated reporting system and a non-automated system with good results. Eleven States were participating in the data collection by the end of the fiscal year. Data submitted by these States are being analyzed.

The most recent data available on juveniles taken into custody are presented below and on pages 89-91. The *Juveniles Taken Into Custody Fiscal Year 1991 Report* (Forthcoming) provides detailed analysis of the available data. Additional facts regarding juveniles in custody include the following:

- There are 3,267 public and private facilities designed to hold juveniles: 30 percent are secure; 70 percent are non-secure.

- For one-day counts, nearly 94 percent of all juveniles were held in juvenile facilities, while 8 percent of all "juvenile" admissions annually were to adult jails or prisons.

- Juvenile admissions to adult jails declined from 112,106 in Fiscal Year 1985 to 59,789 in Fiscal Year 1990, a 47-percent reduction (Figure 12).

Figure 11

U.S. Public and Private Juvenile Facilities
One Day Counts
1979-1989

Source: *1979-1989 Office of Juvenile Justice and Delinquency Prevention, Census of Public and Private Juvenile Detention, Correctional and Shelter Facilities.*

◆ PROBATION ◆

Traditionally, probation has been considered most effective when applied to juvenile offenders considered to have the best chance of functioning well in society. Serious, chronic, or violent offenders were not given much hope of benefitting from probation.

Efforts have been made of late to design more demanding, highly structured programs that rigorously stress accountability. Intensive supervision programs offer promise for reducing overcrowding in residential facilities, lessening treatment costs, and providing opportunities for youth to experience life in their communities with close supervision and support.

In Fiscal Year 1991, OJJDP funded the National Council on Crime and Delinquency (NCCD) to conduct the **Post Adjudication Non-Residential Intensive Supervision Program**. This project has advanced to the point of offering real benefits to interested jurisdictions.

The project staff first conducted a national assessment of operational intensive supervision programs. This assessment involved a review of research literature, a mail and telephone survey in which 90 probation programs were identified and reviewed, and site visits to 11 intensive supervision programs representing a diversity of approaches.

Based upon the assessment, NCCD has designed a prototype model that incorporates the strengths of already existing programs. The model is designed to do the following:

- Provide external control over the juvenile offender until other forces of control such as family, school, and employers can take over;
- Strengthen the juvenile's bonds to traditional values, persons, activities, and institutions;
- Provide the juvenile with the necessary skills and opportunities to achieve in normal settings;
- Provide a system of rewards and punishments to support desirable behaviors and to reduce the influence of delinquent peers.

The targeted client is a high-risk adjudicated delinquent who would otherwise be placed in long-term residential placement. The proposed program would deliver a broad array of treatment options, have small caseloads, frequent contact by the probation officers, and strict conditions of compliance. The intensity of supervision will gradually decrease.

NCCD has developed a detailed operations manual to provide guidance for implementing the intensive supervision program. Training and technical assistance will be made available to implement this sanction in a number of jurisdictions.

Practical Help for Probation Workers

The probation officer is expected to balance many varied and sometime conflicting roles. At times, the probation officer may be a teacher, friend, foster parent, counselor, confessor, problem-solver, psychoanalyst, financial advisor, peace officer, truant officer, or informant. Probation is the most common disposition in the juvenile court, accounting for nearly 40 percent of juvenile court cases. Probation workers need reliable, practical guidance.

To help probation officers perform their multi-faceted role, OJJDP sponsored production of the *Desktop Guide to Good Juvenile Probation Practice*, a handy primer and reference work written by more than 40 probation professionals. Issued in March 1991, the guide is the product of the "Juvenile Probation Officer Initiative Working Group," brought together by the National Center for Juvenile Justice.

This manual is an excellent resource for all those involved in the probation process, especially the novice probation officer. It provides an overview of juvenile rights, juvenile law, legal liability issues, and standards for processing cases in the juvenile justice system. It also introduces readers to the latest techniques for assessing the probationer's needs, classifying his risk to the community, identifying special problems, and providing appropriate supervision and services.

The guide is also intended to promote and encourage the practice of juvenile probation as a career. In the words of its authors, the guide "says to the field and to society that juvenile probation is a noble endeavor which has evolved from a movement, to a job, to a profession."

OJJDP has provided a copy of the guide to 14,000 probation workers across the Nation. This is a product produced by and for the field with the critical support of OJJDP. It is hoped that the project will serve as a model for future efforts among juvenile justice professionals in all components of the system.

National Council of Juvenile and Family Court Judges
P.O. Box 8970
Reno, NV 89507

New Field-Initiated Projects for Probation

Automated Juvenile Probation Management System

Juvenile probation line workers often carry large case loads and are required to process great amounts of data on their clients. The Lane County Department of Youth Services in Lane County, Oregon will produce, demonstrate, and test a fully automated juvenile probation case-management system suitable for any jurisdiction. By using technology to enhance case management, probation counselors should be able to decrease the time spent on administrative work and increase the time spent with clients, while also efficiently maintaining more accurate and manageable data. Following evaluation, results will be disseminated for the benefit of other jurisdictions interested in replicating the project.

Juvenile Risk Assessment System

The Los Angeles County Probation Department is the largest probation department in the world, employing over 4,000 employees, supervising 90,000 adult and 20,000 juvenile probationers. With such large case loads, effective case-management methods are essential.

A juvenile risk assessment instrument will be developed and field tested to aid in accurately identifying the problems of each individual youth so that a focused response can be provided. The tool will assist decisionmakers in differentiating high-risk youths who need secure confinement from low-risk youth who can safely be referred to less restrictive alternatives. The Los Angeles County Probation Department, together with the juvenile court, and the National Council on Crime and Delinquency will work together to develop the new assessment technology.

Lane County Department of Program Youth Services
2411 Centennial Boulevard
Eugene, OR 97401

Los Angeles County Probation Department
9150 East Imperial Highway
Downey, CA 90242

◆ Boot Camps as Intermediate Sanctions ◆

OJJDP in collaboration with the Bureau of Justice Assistance (BJA) has begun a major program initiative to develop juvenile boot camps at three sites. Grants totalling $2.7 million were awarded to implement this innovative intermediate sanction. Boot camps provide a highly disciplined, structured, and demanding environment in a residential facility separated from other conventionally confined offenders.

This increasingly popular approach has been used with some success in the adult correctional system. Adult boot camps are known to operate at 35 sites in 23 States. Similar highly disciplined "wilderness" and "paramilitary" training programs exist for juveniles, but the three test sites represent the first comprehensive boot camp programs to be made available for juvenile offenders. National interest in this project has been high from the outset. The three sites were chosen from a field of 26 applicants.

An extensive array of program components will be built into the model programs, then tested and evaluated as to their effectiveness at each site. As designed, the boot camps will bring together a number of rehabilitative features not often found together in conventional confinement facilities. The program components include: physical conditioning and athletics, intensive counseling, education and literacy training, drug treatment, work experience and job skills development, involvement of the offender's family in treatment, and restitution to victims.

The intensity and demands of the boot camp experience are intended to promote a receptive attitude in youth, who must exchange poor habits and a negative outlook toward themselves and society for healthy, positive attitudes. Key goals of the programs are the development of sound moral values and a strong work ethic, the building of self-esteem, progress toward job preparedness, and reduced recidivism. A closely supervised reentry focus will be maintained as youth prepare to leave the residential facility.

OJJDP and BJA will jointly monitor program development and implementation. The National Institute of Justice will fund an ongoing evaluation of the programs to assess the impact of this innovative sanction.

The programs will provide the intermediate sanction to randomly selected non-violent youth adjudicated in the local juvenile court. At the same time, information on a control group of juveniles not referred to the program will be collected and tracked in order to assess the effectiveness of the program.

The three boot camps are being established by the Boys and Girls Clubs of Greater Mobile, Ala-

bama; the Colorado Department of Youth Services, Denver, Colorado; and the Cuyahoga County Juvenile Court, Cleveland, Ohio.

◆ From Confinement to Community Life ◆

When an offender leaves a correctional facility and returns to the community, he enters a critical phase. Unfortunately, a majority of released offenders are recommitted for new offenses.

In Fiscal Year 1991, OJJDP funded the **Intensive Community-Based Aftercare Program** to assess, develop, and disseminate information concerning intensive community-based aftercare models for use with released chronic juvenile offenders. The project staff at Johns Hopkins University and California State University in Sacramento have completed a comprehensive assessment, developed a program concept for an aftercare program, and developed related policies and procedures.

The aftercare model targets as clients incarcerated youth identified as high-risk recidivists. Five underlying principles are suggested for successful intensive aftercare. The program must:

- Prepare youth for progressively increased responsibility and freedom in the community,
- Facilitate youth-community interaction and involvement,
- Work with both the offender and targeted community support systems such as families, peers, schools, and employers,
- Develop new resources, supports, and opportunities where needed, and
- Monitor and test whether the youth and community deal with each other productively.

The project stresses providing clients with a sense of consistency and continuity of treatment. Also recommended are individualized case planning, an appropriate mix of surveillance and services, and the offering of incentives and graduated consequences.

The project also will provide training and technical assistance to a limited number of sites interested in implementing the aftercare prototype.

> *All those engaged in illegal drug use must be held accountable for their behavior, yet not all convicted drug offenders need to be incarcerated. However, intermediate punishments—which expand the range of options between incarceration and unsupervised release—can provide innovative ways to assure swift and certain punishment, which in many cases will deter further criminal acts . . . .*
>
> **National Drug Control Strategy**
> **February 1991, p. 36**
> **The White House Office of**
> **National Drug Control Policy**

◆ Training Corrections Professionals ◆

Until recently, juvenile corrections personnel, while benefitting from training oriented toward the adult corrections system, had no training package precisely suited to their needs. Through development of an interagency agreement with the National Institute of Corrections, OJJDP has taken bold steps to develop training for juvenile corrections and detention officials.

For many years, the National Academy of Corrections, the training division of the National Institute of Corrections (NIC) in the U.S. Department of Justice, has provided training to professionals working in adult corrections. Practitioners working in State corrections facilities, local jails and detention centers, and community corrections can receive instruction on location at NAC's facility in Longmont, Colorado. Now, a substantial curriculum exists for the training of juvenile corrections and detention personnel (p. 87).

This training promotes constructive organizational change and full use of resources. The Academy's offerings are expected to serve as a catalyst for interaction among correctional agencies, other components of the criminal justice system, public policymakers, and concerned public and private organizations.

Training provided to juvenile practitioners falls into two categories: those adapted specifically for juvenile corrections, where all participants will represent that discipline; and regularly scheduled Academy seminars for adult corrections practitioners, where the material can be easily applied to juvenile corrections.

OJJDP supports other activities to aid juvenile corrections officials through this interagency agreement. A Juvenile Justice Leadership Assembly involving 30 juvenile corrections executives will convene in Fiscal Year 1992 to address today's critical issues. Through a program of "Regionalization," NAC serves as a hub supporting professional development opportunities throughout the Nation. Volunteer trainers in each of four regions seek to encourage meetings, networking, resource sharing, training events, and other communication activities. Short-term technical assistance in areas related to training is also provided to State and local agencies through this program.

By providing the resources for field practitioners to define programs to fit their needs and by initiating a cooperative effort at the Federal level, OJJDP has prompted a significant advancement in training for corrections and detention professionals.

In addition, OJJDP continues to sponsor the work of the American Correctional Association (ACA) through its project, **Training and Technical Assistance for**

Juvenile Corrections and Detention. The project convenes an annual national forum on juvenile corrections issues. The project staff have completed a handbook for developing and managing community advisory boards.

The project staff continues to pursue a number of special projects including: developing guidelines for policies and procedures in juvenile detention facilities, producing a resource manual for juvenile caseworkers, and producing a television series on literacy programming in juvenile and adult correctional facilities for broadcast on public television.

New Courses for Juvenile Corrections Training

The National Academy of Corrections (NAC) offers four different seminars oriented specifically toward juvenile corrections each calendar year. The seminars are limited to 24 participants and are oriented toward personnel with management responsibilities. Descriptions of the new courses follow:

- *Correctional Leadership Development* is an 82-hour seminar designed to develop and enhance leadership skills needed in the changing correctional environment.
- *Strategic Planning in Juvenile Corrections* is a 36-hour seminar to develop skills in strategic planning.
- *Managing Violent/Disruptive Juvenile Offenders* provides 36 hours of instruction to improve management of offenders who significantly endanger the safety, security, and orderly operation of a facility.
- *Training for New Chief Executive Officers in Juvenile Corrections* focuses on critical issues for new chief executive officers of juvenile corrections agencies for 20 hours of training.

OJJDP also makes available 24 slots in existing NAC training programs for juvenile corrections practitioners. These slots allow juvenile corrections personnel to participate in a range of seminars geared toward such issues as developing sex offender programs, administering educational services, and managing change.

Participants receiving the training do so at little expense to themselves or their funding agencies. Through the interagency agreement, OJJDP bears the cost of registration, tuition, materials fees, air travel, lodging, and meals for participants.

National Academy of Corrections
1960 Industrial Circle, Suite A
Longmont, CO 80501

◆ Private Sector Projects ◆

Many juvenile offenders have never held a steady job. To prepare themselves for the world of work, institutionalized youth need vocational training programs. In Fiscal Year 1991, OJJDP funded the **Juvenile Corrections/ Industries Venture Program** to assist juvenile corrections agencies in helping youth learn skills that will help them get and keep a job.

By establishing joint ventures with private businesses, correctional institutions can provide real economic incentives to motivate youth to live responsibly. At the same time, businesses can make a significant contribution to the productivity of the labor force.

The National Office for Social Responsibility has performed an assessment of corrections industries, produced a policies and procedures manual, and developed a training and technical assistance program to help jurisdictions interested in establishing corrections industries.

In addition, a project was funded with the American Correctional Association to explore whether the use of private contractors improves the performance of public correctional facilities. Fiscal constraints and public demands for better juvenile services have accentuated the need for the public and private sectors to work together to provide services once performed only by government agencies. The **Private Sector Options for Juvenile Corrections Initiative** project assists States in identifying the best and most appropriate ways to contract out services. The project staff provides technical assistance to interested jurisdictions.

The ACA recently conducted a survey of the 50 States and the District of Columbia regarding their experiences with private sector involvement in juvenile corrections. Ninety-two percent of the surveyed jurisdictions have contracts with the private sector for goods and services.

Over 80 percent of the anticipated needs for future private sector contracts with juvenile corrections will be in the treatment area, particularly residential treatment. The most commonly cited reasons for private sector contracting were (1) cost efficiency, (2) lack of goods or services available to the public agency, (3) increase in the diversity of services, (4) flexibility of the private sector to provide services when and where needed, and (5) private sector expertise in special or innovative programming. Most respondents anticipate more private sector contracts in the future.

CHARACTERISTICS OF PUBLIC AND PRIVATE JUVENILE FACILITIES 1989

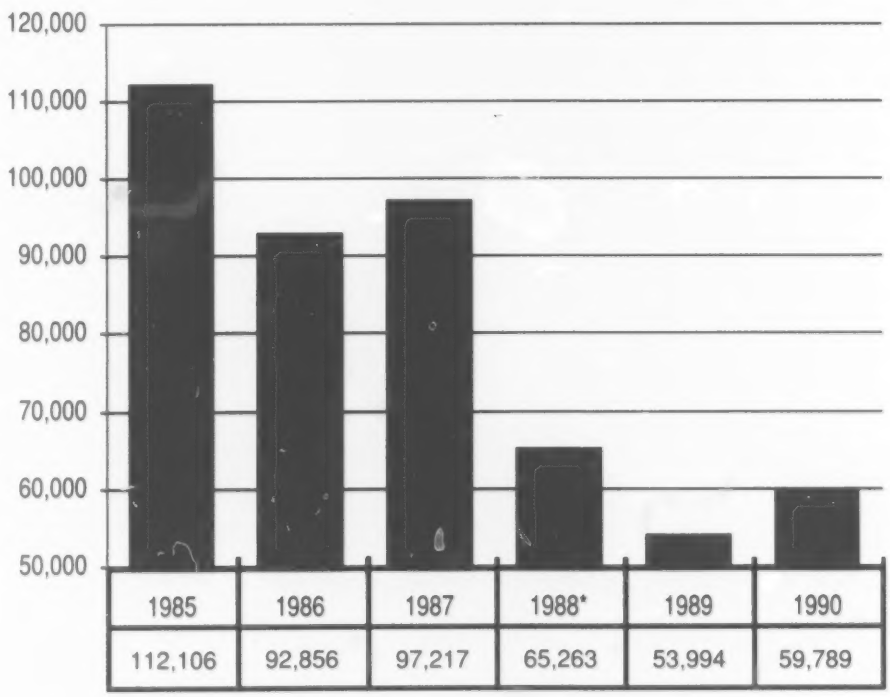
	All Facilities	Public Facilities	Private Facilities
FACILITY CHARACTERISTICS			
Total Number of Facilities	3,267	1,100	2,167
Secure	30%	62%	14%
Non-secure	70%	38%	86%
Average Daily Population	92,240	54,351	37,889
Design Capacity	102,278	57,767	44,511
Facilities Chronically Overcrowded	10%	25%	2%
JUVENILES IN CUSTODY ONE-DAY COUNTS			
Total One-Day Count	93,945	56,123	37,822
Gender			
Male	81%	88%	70%
Female	19%	12%	30%
Adjudication Status			
Detained	21%	31%	7%
Committed	71%	68%	75%
Voluntary	8%	1%	18%
Race			
White/Non-Hispanic	48%	40%	60%
Black	37%	42%	29%
Hispanic	13%	16%	8%
American Indian	1%	1%	2%
American Asian	1%	1%	1%
Reason for Custody			
Delinquent Offenses	70%	95%	35%
Status Offenses	10%	4%	18%
Non-Offenders	20%	1%	47%
Juveniles in Custody by Type of Facility			
Detention Centers	20%	32%	1%
Training Schools	37%	50%	19%
Ranches and Camps	10%	8%	13%
Shelters	4%	1%	8%
Diagnostic Centers	2%	3%	1%
Halfway Houses	27%	6%	58%

Sources: *1989 Census of Public and Private Juvenile Detention Correctional and Shelter Facilities* (Average Daily Population for Calendar Year 1988; One-Day Counts for February 15, 1989).

National Juvenile Custody Trends 1978-1989, OJJDP, February, 1992.

Figure 12

Juvenile Admissions to Jails in the United States 1985 - 1990



1985	1986	1987	1988*	1989	1990
112,106	92,856	97,217	65,263	53,994	59,789

*1988 Census of Local Jails

Source: *Juveniles Taken Into Custody: Fiscal Year 1991*, OJJDP, (Forthcoming).

JUVENILE ADMISSIONS TO CUSTODY AND IN CUSTODY (ONE-DAY COUNTS) ALL FACILITIES

	# OF FACILITIES	# JUVENILE ANNUAL ADMISSIONS	# IN CUSTODY ONE-DAY COUNTS
TOTAL	11,909	832,215[5]	99,846[5]
Public Facilities[1]	1,100	619,181	56,123
Private Facilities[1]	2,167	141,463	37,822
Adult Jails[2]	3,405	59,789	2,301
Adult Correctional Facilities[3]	1,297	11,782	3,600
Police Lockups[4]	3,940	Unknown	Unknown

Note: These data reflect a compilation of information from a number of separate statistical series. The definition of a "juvenile" differs in each data source. Also, the data on admissions ***do not*** *represent individual youth taken into custody. However, these are the only data presently available to estimate the number of youth entering custody facilities.*

[1]Source: *Juveniles Taken Into Custody Fiscal Year 1991 Report,* Office of Juvenile Justice and Delinquency Prevention, Forthcoming.

[2]Source: *Annual Survey of Jails, 1990* conducted by the Bureau of Justice Statistics. Admissions are for the year ending 6/30/90. A juvenile is defined as persons subject to juvenile court jurisdiction and persons of juvenile age even though tried as adults in criminal court.

[3]Source: *Census of State and Federal Adult Correctional Facilities, 1990* conducted by the Bureau of Justice Statistics. A juvenile is defined as a person under 18 years of age. Admissions are for the annual period ending 6/30/90. One-day counts are for 6/30/90.

[4]Source: *Law Enforcement Management and Administrative Statistics Survey, 1990* conducted by the Bureau of Justice Statistics. A special analysis provided by the Bureau of Justice Statistics indicates an estimated 3,940 State and local police agencies have responsibilities for at least one lockup.

[5]Totals do not include juveniles admitted to police lockups.

PART III

CHAPTER VI

MEETING THE STATUTORY MANDATES

Since passage of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974, the Federal and State governments have worked hand-in-hand to improve conditions for American youth in the juvenile justice system. This has happened through an extensive program of formula grants, by which the Federal Government, through OJJDP, provides seed money to States to fund programs that help the States meet the mandates established in the JJDP Act.

Fifty-seven States and Territories are eligible to participate in the 1991 JJDP Act State formula grants program. The State of South Dakota is not participating, but the Administrator of OJJDP has made South Dakota's allotment, pursuant to the provisions of Section 222(a) of the JJDP Act, available to local public agencies and private nonprofit organizations within the State to carry out the purposes of Sections 223(a)(12)A, (13), and (14).

This chapter highlights the successes of the formula grants program, both in helping the States meet the mandates in the JJDP Act and in developing new programs that prevent delinquency and better address the needs of juvenile offenders. Special attention is paid to efforts to remove status offenders from institutional confinement.

◆ FORMULA GRANTS ◆

The JJDP Act of 1974 established three mandates with which States and Territories must comply. They are: 1) deinstitutionalization of status offenders and nonoffenders (DSO), 2) sight-and-sound separation of juveniles from adults in detention and correctional facilities, and 3) removal of juveniles from adult jails and lockups. The Act created the formula grants program to help States comply with these mandates by making Federal funds available to the States for compliance programs.

DSO is discussed extensively beginning on page 99. The separation and jail removal mandates have served as effective guidelines over the years for improving the methods used to confine juveniles. As shown by Figures 13, 14 and 15, nearly all States participate in the formula grants program and many have demonstrated progress coming into compliance with all three mandates.

A State's participation in the formula grants program is volun-

tary. To be eligible for the program, a State must submit a comprehensive three-year plan setting forth the State's proposal for meeting the goals outlined in the JJDP Act of 1974, as amended. The States decide upon the methodology for meeting the goals based upon what is best suited for their particular juvenile justice system. That methodology is set forth in the State's plan and amended annually to reflect new programming and initiatives to be undertaken by the State.

The formula grants program is administered by the State Relations and Assistance Division (SRAD) of OJJDP. SRAD monitors the implementation of State plans, provides technical assistance, evaluates performance reports, and works with the States to achieve the goals set by the JJDP Act. SRAD staff members are assigned States and Territories for which they serve as State Representatives. Each State Representative is responsible for maintaining contact with State agencies, coordinating assistance, and sharing information about innovative, successful projects in other States.

Each State's progress toward implementing its plan and achieving or maintaining compliance with the mandates in the JJDP Act is assessed yearly based upon the State's submission of a compliance monitoring report. The level of compliance determines the State's eligibility for continuing participation in the formula grants program.

Formula grants allocations are awarded to States on the basis of the relative population of individuals under the age eighteen. If a State chooses not to submit a plan, or does not qualify because of noncompliance with the mandates, the Administrator can award the allocation to a private not-for-profit organization to carry out the purposes of deinstitutionalization of status offenders, separation of adults and juveniles, and removal of juveniles from adult jails and lock-ups.

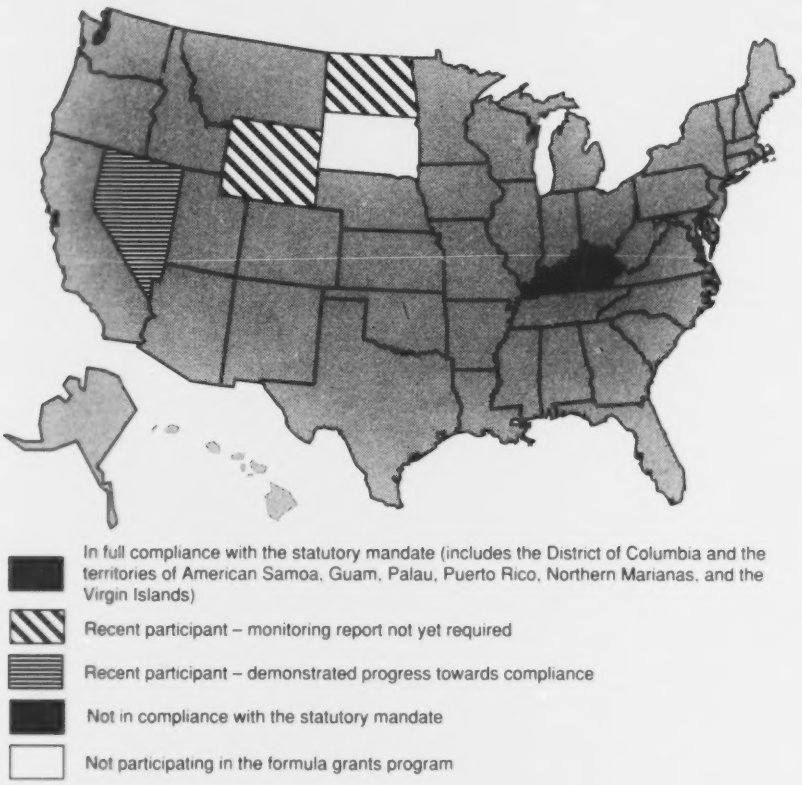
By statute each State participating in the formula grants program is awarded at least $325,000 annually, and each participating territory is awarded at least $75,000. During Fiscal Year 1991, the total program outlay was $45,754,731.

State plans for Fiscal Year 1991 showed a continued concentration of funding on programs for jail removal and deinstitutionalization of status offenders, which accounted for 24.2 percent and 17.7 percent of total funding, respectively. Increased attention was given to delinquency prevention (21.1 percent), improving the juvenile justice system (7.4 percent), and serious juvenile crime (6.4 percent).

Congress addressed two additional areas of concern in its 1988 amendments to the JJDP Act: the disproportionate number of minority youth detained or confined in secure detention and correctional facilities, and the treatment of American Indians and Alaskan Natives by the juvenile justice

Figure 13

Deinstitutionalization of Status Offenders


In full compliance with the statutory mandate (includes the District of Columbia and the territories of American Samoa, Guam, Palau, Puerto Rico, Northern Marianas, and the Virgin Islands)
Recent participant – monitoring report not yet required
Recent participant – demonstrated progress towards compliance
Not in compliance with the statutory mandate
Not participating in the formula grants program

systems administered by Indian tribes and Alaskan Native organizations. These concerns received special attention from SRAD during 1991. To help States address these concerns, SRAD funded several projects including the Incarceration of Minorities Program, underway in Arizona, Florida, Iowa, North Carolina, and Oregon.

OJJDP's SRAD provides a wide range of technical assistance to the States and local governments and private nonprofit organizations. Through its contractor, Community Research Associates (CRA), SRAD provided technical assistance to every State and Territory participating in the grant program in Fiscal Year 1991. SRAD conducted 110 technical assistance projects for State and local jurisdictions, implemented 21 special projects on behalf of the States, made 156 site visits, and responded to 324 formal requests for specialized information from 49 States and Territories. SRAD staff members also responded to hundreds of informal requests for information. Examples of technical assistance include the following:

- On-site planning and assessment
- Special projects, publications, workshops and seminars
- Presentations at conferences of the National Coalition of State Juvenile Justice Advisory Groups and the four Regional Coalitions, the National Conference of State Legislators, and the National Juvenile Detention Association
- Specialized training for State Juvenile Justice Specialists and State Advisory Group members through a series of regional training and informational workshops
- Intensive technical assistance for States on waiver of termination status
- Working-group sessions on the Disproportionate Minority Confinement and Native American Passthrough Amendments
- Policy and program development in the areas of jail removal and deinstitutionalization of status offenders and nonoffenders
- State plan development and legislation drafting
- Compliance monitoring strategies and techniques

◆ Progress and Successes ◆

Eligibility for Fiscal Year 1991 Formula Grant funds was determined by each State's 1989 Monitoring Report, which detailed the State's compliance with statutory mandates for DSO, sight-and-sound separation, and jail removal. The data in the monitoring report were collected by a State agency using one or more methods, including on-site visits. In those instances in which data were reported by the facilities themselves, data were verified by the State agency.

The 1989 reports showed the overwhelming majority of States and Territories in full compliance with all of the mandates, with no violations or with *de minimis* exceptions or other exceptions allowed by law. There has been a steady reduction in the number of juveniles confined in secure detention or in adult jails and lockups. A full summary of the status of the States' compliance is provided on pages 102-106.

The States' progress toward full compliance with the statutory mandates does not tell the entire story, however. Today, as a result of the formula grants program, better conditions exist in juvenile detention facilities, including the availability of medical and mental health services, educational opportunities, recreation, and supervision. Juvenile justice professionals also are more keenly aware of the detrimental effects of isolation and confining juveniles in adult jails and lockups.

Figure 14

Separation of Adults and Juveniles

In full compliance with the statutory mandate (includes the territories of American Samoa, Guam, Palau, Puerto Rico, Northern Marianas, and the Virgin Islands)
Recent participant – monitoring report not yet required
Awaiting final determination of compliance pending submission of additional information
Not in compliance – showing annual progress, or compliance undetermined (includes the District of Columbia)
Not in compliance with the statutory mandate
Not participating in the formula grants program

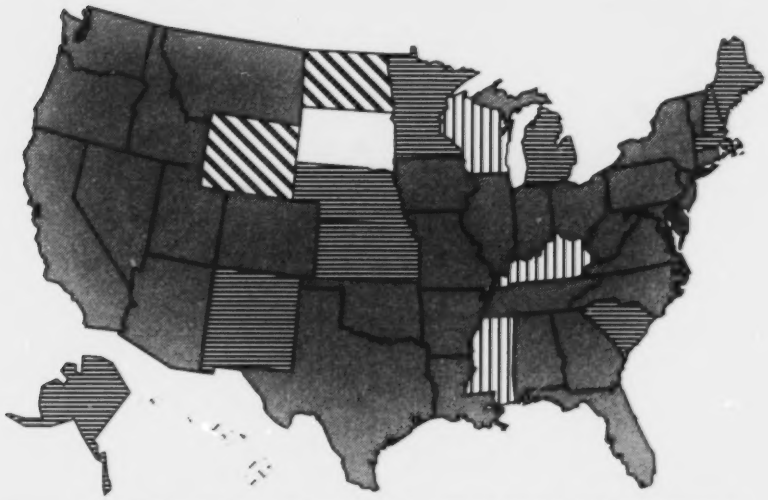
The Federal formula grants program has worked as intended. Many programs that were instituted through the use of formula grants are now fully funded by State and local jurisdictions. Furthermore, the formula grants program was intended to be and has been an inducement to the States and Territories to work steadfastly toward improving their local juvenile justice systems and complying with the mandates of the JJDP Act. The States' compliance with these mandates has been of great benefit to chronic status offenders and to the thousands of other juveniles brought before juvenile courts every year.

A special concern for Congress and OJJDP has been the handling of "status offenders" by the juvenile justice system. Status offenders are juveniles charged with offenses that would not be offenses if committed by adults. Truancy, curfew violations, incorrigibility, running away from home, and the possession of alcohol are offenses only when committed by juveniles. Status offenders are unique among juveniles who come before the juvenile court because their behavior is not criminal.

Historically the juvenile justice system has handled status offend-

Figure 15

Removal of Juveniles from Adult Jails



In full compliance with the statutory mandate (includes the District of Columbia and the territories of American Samoa, Guam, Palau, Puerto Rico, Northern Marianas, and the Virgin Islands)

Recent participation – monitoring report not yet required

Awaiting final determination of compliance pending submission of additional information

Not in compliance waiver request granted or under review

Not in compliance – waiver request denied

Not participating in the formula grants program

ers the same way it handled adjudicated delinquents and adult criminals. In some ways, the status offenders received treatment worse than adult criminals because, as juveniles, they were not afforded certain due-process protections guaranteed to adults by the U.S. Constitution. Status offenders were often detained indefinitely, sometimes in the same facilities used to house adult criminals. Medical, educational, psychological, vocational, and therapeutic services were often unavailable because of inappropriate institutional placement. The very supports needed most by the status offender — guidance, counseling, and parental supervision — were often denied because of isolation from family, school, and community.

A status offender's rebellious behavior may mean that strong corrective measures are appropriate, but policymakers now believe that status offenders should not be treated like adult criminals and should not be institutionalized. The JJDP Act of 1974 included a mandate that all States and jurisdictions accepting Federal formula grants submit a plan for the deinstitutionalization of status offenders (DSO) — the removal of all status offenders from secure

juvenile detention or correctional facilities.

Subsequent amendments to the JJDP Act have adjusted the time table for DSO and have allowed that the only authorized facilities for out-of-home placement of status offenders are juvenile shelters, group homes, or other community-based alternatives to incarceration. The JJDP Act now also requires that out-of-home facilities for status offenders must be the least restrictive alternative appropriate to the needs of the juvenile and community, they must be within reasonable proximity to the juvenile's family and community, and they must provide a variety of rehabilitative services, including drug-and-alcohol counseling and educational, vocational, and psychological guidance and training.

Progress toward full compliance with the DSO mandate continued during Fiscal Year 1991. By the end of Fiscal Year 1989, 52 of 56 participating States and Territories had complied fully or had complied with *de minimis* exceptions.

The *de minimis* exception allows a State to continue its receipt of formula grants notwithstanding its failure to fully comply with the DSO stipulation within two years of the submission of the State's formula grant plan. Eligibility for a *de minimis* exception is determined on a case-by-case basis by OJJDP.

In 1980, Congress redefined "substantial compliance" to allow States more time to comply with the mandate. A State is now deemed in "substantial compliance" with the DSO requirement if at least 75 percent of the status offenders and other non-offenders have been removed from the State's correctional and detention facilities within three years of the submission of the State's formula grant plan. The State could take up to five years to reach full compliance without risking the loss of formula grants.

The "valid court order" exception was created by Congress in 1980 to allow a court to detain or confine a status offender in a secure facility if the juvenile has violated a valid court order regulating the future conduct of the juvenile. A court order is considered valid if it is issued by a juvenile court judge to a juvenile brought before the court, and if the juvenile is afforded full due process rights as guaranteed by the U.S. Constitution prior to and during the violation hearing.

◆ Compliance by the States ◆

The following table summarizes State compliance with Section 223(a), Paragraphs (12)(A), (13), and (14) of the JJDP Act, based on their 1989 Monitoring Reports, which normally determine eligibility for Fiscal Year 1991 Formula Grant funds.

STATE COMPLIANCE –

BASED ON 1989 REPORTS

FORMULA GRANTS PARTICIPANTS	DSO Sec. 223(a)(12)(A)					Separation of Adults and Juveniles Sec. 223(a)(13)					
	In full compliance with zero violations	In full compliance with *de minimis* exceptions [1]	Not in compliance	Recent participant – compliance report not yet required [2]	Recent participant – showing progress toward compliance	In full compliance with zero violations	In compliance based on regulatory criteria exception [3]	Not in compliance – showing progress [4]	Recent participant – compliance report not yet required [2]	Additional data needed to determine compliance	Not in compliance
ALABAMA		◆					◆				
ALASKA		◆						◆			
ARIZONA		◆						◆			
ARKANSAS		◆						◆			
CALIFORNIA		◆				◆					
COLORADO		◆						◆			
CONNECTICUT		◆					◆				
DELAWARE		◆				◆					
D.C.		◆						◆			
FLORIDA		◆					◆				
GEORGIA		◆[8]						◆			
HAWAII		◆								◆	
IDAHO		◆[8]					◆				
ILLINOIS		◆				◆					
INDIANA		◆						◆			
IOWA		◆					◆				
KANSAS		◆						◆			
KENTUCKY			◆								◆
LOUISIANA		◆					◆				
MAINE		◆				◆					
MARYLAND		◆				◆					
MASSACHUSETTS		◆				◆					
MICHIGAN		◆				◆					
MINNESOTA		◆				◆					
MISSISSIPPI		◆						◆			
MISSOURI		◆[8]				◆					
MONTANA		◆						◆			
NEBRASKA	◆					◆					
NEVADA					◆	◆					
NEW HAMPSHIRE	◆						◆				
NEW JERSEY		◆					◆				
NEW MEXICO		◆[9]				◆					
NEW YORK		◆				◆					
NORTH CAROLINA		◆				◆					
NORTH DAKOTA				◆					◆		

(Continued)

FORMULA GRANTS PARTICIPANTS	Jail Removal Sec. 223(a)(14)								
	In full compliance with zero violations	In full compliance with *de minimis* exceptions [5]	Not in compliance – Waiver request granted [6]	Not in compliance – Waiver request under review	Recent participant – compliance report not yet required [2]	Additional data needed to determine compliance	Not in compliance – Initial waiver request denied	Formula Grants Funds Allocations – FY 1991 •	Juvenile Population •• 1991
ALABAMA		◆						789	1,058,788
ALASKA				◆				325	172,344
ARIZONA		◆[7]						700	981,119
ARKANSAS		◆[7]						463	621,131
CALIFORNIA		◆						5,496	7,750,725
COLORADO		◆						616	861,266
CONNECTICUT		◆						541	749,581
DELAWARE		◆						325	163,341
D.C.	◆							325	117,092
FLORIDA		◆[7]						2,046	2,866,237
GEORGIA		◆						1,280	1,727,303
HAWAII						◆		325	280,126
IDAHO		◆[7]						325	308,405
ILLINOIS				◆				2,123	2,946,366
INDIANA			◆					1,040	1,455,964
IOWA		◆						504	718,880
KANSAS			◆					469	661,614
KENTUCKY							◆	688	954,094
LOUISIANA		◆						907	1,227,269
MAINE			◆					325	309,002
MARYLAND		◆						827	1,162,241
MASSACHUSETTS				◆				952	1,353,075
MICHIGAN			◆					1,742	2,458,765
MINNESOTA		◆						804	1,166,783
MISSISSIPPI							◆	548	746,761
MISSOURI		◆						930	1,314,826
MONTANA		◆[7]						325	222,104
NEBRASKA			◆					325	429,012
NEVADA		◆						325	296,948
NEW HAMPSHIRE				◆				325	278,755
NEW JERSEY		◆						1,306	1,799,462
NEW MEXICO				◆				325	446,741
NEW YORK		◆						3,099	4,259,549
NORTH CAROLINA	◆							1,170	1,606,149
NORTH DAKOTA					◆			325	175,385

(Continued)

STATE COMPLIANCE –

BASED ON 1989 REPORTS

FORMULA GRANTS PARTICIPANTS	DSO Sec. 223(a)(12)(A)					Separation of Adults and Juveniles Sec. 223(a)(13)					
	In full compliance with zero violations	In full compliance with *de minimis* exceptions [1]	Not in compliance	Recent participant – compliance report not yet required [2]	Recent participant – showing progress toward compliance	In full compliance with zero violations	In compliance based on regulatory criteria exception [3]	Not in compliance – showing progress [4]	Recent participant – compliance report not yet required [2]	Additional data needed to determine compliance	Not in compliance
OHIO		◆				◆					
OKLAHOMA		◆				◆					
OREGON		◆				◆					
PENNSYLVANIA	◆					◆					
RHODE ISLAND	◆					◆					
SOUTH CAROLINA		◆					◆				
SOUTH DAKOTA											
TENNESSEE		◆						◆			
TEXAS		◆				◆					
UTAH		◆				◆					
VERMONT		◆				◆					
VIRGINIA		◆				◆					
WASHINGTON		◆				◆					
WEST VIRGINIA	◆						◆				
WISCONSIN		◆				◆					
WYOMING				◆					◆		
AMER. SAMOA	◆					◆					
GUAM	◆					◆					
NORTH. MARIANAS	◆						◆				
PALAU	◆					◆					
PUERTO RICO	◆					◆					
VIRGIN ISLANDS	◆						◆				
TOTALS	11	41	1	2	1	29	12	11	2	1	1

[1]Less than 29.4 violations per 100,000 persons under age 18 in the State.

[2]Compliance reports for the 1989 reporting period were not required for these States because of their recent participation in the program. North Dakota began participating in 1989 and will report 1990 data. Wyoming began participating in 1990 and will report 1991 data.

[3]OJJDP regulatory criteria set forth at Section 31.303(f)(6)(ii) of the OJJDP Formula Grants Regulation (28 CFR 31), and published in the June 20, 1985 *Federal Register*, allow States reporting noncompliant incidents to continue in the Program provided the incidents are in violation of State law and no pattern or practice exists.

[4]Designated deadlines for full compliance had not been reached during the 1989 reporting period, but these States demonstrated progress toward compliance as required by Section 31.303(d)(2) of the OJJDP Formula Grants Regulation (28 CFR 31). Designated compliance dates are:

Alaska	12/91	D.C.	9/92	Mississippi	12/91
Arizona	12/92	Georgia	1/90	Montana	12/93
Arkansas	12/91	Indiana	12/91	Tennessee	12/90
Colorado	12/92	Kansas	1/93		

FORMULA GRANTS PARTICIPANTS	Jail Removal Sec. 223(a)(14): In full compliance with zero violations	In full compliance with *de minimis* exceptions[5]	Not in compliance – Waiver request granted[6]	Not in compliance – Waiver request under review	Recent participant – compliance report not yet required[7]	Additional data needed to determine compliance	Not in compliance – Initial waiver request denied	Formula Grants Funds Allocations – FY 1991*	Juvenile Population ** 1991
OHIO		◆						2,008	2,799,744
OKLAHOMA		◆						608	837,007
OREGON	◆							497	724,130
PENNSYLVANIA		◆						2,023	2,794,810
RHODE ISLAND		◆						325	225,690
SOUTH CAROLINA			◆					680	920,207
SOUTH DAKOTA								325	198,462
TENNESSEE		◆						894	1,216,604
TEXAS		◆						3,528	4,835,839
UTAH		◆						450	627,444
VERMONT		◆						325	143,083
VIRGINIA		◆						1,056	1,504,738
WASHINGTON		◆						866	1,261,387
WEST VIRGINIA	◆							330	443,577
WISCONSIN							◆	894	1,288,982
WYOMING					◆			325	135,525
AMER. SAMOA	◆							75	16,000
GUAM	◆							75	44,000
NORTH. MARIANAS		◆						870	1,154,527
PALAU		◆						75	8,000
PUERTO RICO		◆						11	9,300
VIRGIN ISLANDS	◆							75	35,427
TOTALS	7	32	6	5	2	1	3	49,255	64,871,686

[5]Less than 9 violations per 100,000 persons under age 18 in the State.

[6]Administrator may waive termination from the Formula Grants Program for States agreeing to expend entire allocation (except Planning and Administration, State Advisory Group, and Indian Tribe Pass-through funds) on jail and lock-up removal, pursuant to the August 8, 1989 *Federal Register*.

[7]Above maximum allowable *de minimis* rate but in full compliance with *de minimis* exceptions based on the exceptional circumstance for recently enacted legislation, pursuant to Section 31.303(f)(6)(iii)(B)(2) of the OJJDP Formula Grants Regulation (28 CFR 31) published in the November 2, 1988 *Federal Register*.

[8]Above maximum allowable *de minimis* rate but in full compliance with *de minimis* exceptions based on Exceptional Circumstance No. 1 (out-of-state runaways), pursuant to the January 8, 1981 *Federal Register*, (46 FR 2567).

[9]Above maximum allowable *de minimis* rate but in full compliance with *de minimis* exceptions based on Exceptional Circumstance No. 2 (Federal wards), pursuant to the January 8, 1981 *Federal Register*, (46 FR 2567).

*In thousands; rounded to nearest thousand

**Population figures for the States, Puerto Rico and Virgin Islands are based on the 1990 Census. Population figures for American Samoa and Northern Marianas are based on the 1980 Census. The Palau population figure is based on 15% of the 1980 Census for the Trust Territories.

Each participating State begins reporting data for the year following the State's participation in the formula grants program. Hence, a State beginning participation in the formula grants program in 1989 will submit its first monitoring report on 1990 data. That monitoring report will be due in 1992. The first deadline for compliance with the statutory mandates is three years after the submission of the initial program plan. Eligibility for participation in the program is not subject to termination until the deadline has been reached.

Each participating State's annual monitoring report is based on data collected by the State from secure juvenile and adult facilities. All State agencies administering the formula grants program are required to verify data reported by facilities themselves and data received from other State agencies.

1991 FORMULA GRANTS PROGRAM SUMMARY TOTALS

	Number of States and Territories
Deinstitutionalization of Status Offenders	
Full compliance - zero violations	11
Full compliance - *de minimis* exceptions	41
Out of compliance	1
Recent participant - data not yet due	2
Newly participating state - demonstrated progress	1
Separation of Adults and Juveniles	
Full compliance - zero violations	29
Full compliance - exception provision	12
Not in compliance - showing annual progress	11
Recent participant - data not yet due	2
Additional data needed to determine compliance	1
Out of compliance	1
Jail Removal	
Full compliance - zero violations	7
Full compliance - *de minimis* exceptions	32
Not in compliance - waiver granted	6
Not in compliance - waiver eligibility under review	5
Recent participant - data not yet due	2
Additional data needed to determine compliance	1
Out of compliance - Initial waiver request denied	3

CHAPTER VII

FOCUSING ON EXEMPLARY PROGRAMS AND STATE PLANS

The JJDP Act requires the Administrator to identify exemplary delinquency prevention programs receiving assistance under the Act for inclusion in the Annual Report.

This year's programs have been selected from among programs funded for status offenders with formula grant funds. This chapter further provides a summary of each State's three-year plan.

◆ EXEMPLARY PROGRAMS ◆

For Fiscal Year 1991, the Administrator has selected four programs for designation as exemplary delinquency prevention programs and inclusion in this report, from a field of projects submitted by the States. The Fiscal Year 1991 exemplary delinquency prevention programs are Home-Based Family Services, Bethesda Day Treatment Center, Juvenile-Family Crisis Intervention Units, and "Homebuilders" - Intensive In-Home Counseling.

The Administrator made the selections for exemplary status from those programs that serve chronic status offenders. This was done for several reasons, among them:

1) Programs for status offenders clearly demonstrate the success of the Federal formula grants program, because many of the programs that were initiated by Federal formula grants are now funded totally by State or local governments.

2) Status offender projects effectively use multiple components of the juvenile justice system and highlight the benefits of early intervention on behalf of juveniles as a means of averting future delinquency.

3) These programs provide viable alternatives to institutional placement, thereby facilitating full compliance with the DSO mandate.

4) Status offender programs play a significant role in fulfilling the two major purposes of the JJDP Act — improving the juvenile justice system and preventing delinquency

— in that they subscribe to an approach that considers the family, community, and personal needs of status offenders, thereby reducing potential delinquency.

As noted in the Annual Report for 1990, the Administrator was aided in his selection of these exemplary programs by the OJJDP Model Programs Task Force. Programs were selected according to five criteria. The program should: 1) focus on delinquency prevention or improvement of the juvenile justice system; 2) reflect current theory or practice and be considered suitable for replication by other States; 3) demonstrate successful and worthwhile implementation; 4) shown innovation in approach or focusing on a neglected target group in a unique way; and 5) produce effective outcomes, as demonstrated through program evaluation. OJJDP requires that the selected programs meet all of the first three criteria and at least one of the final two.

Home-Based Family Services

Home-Based Family Services of Skowhegan, Maine, boasts a better than 80 percent success rate at avoiding threatened out-of-home placements. The program uses a team of workers to achieve its primary goal of preventing the unnecessary removal of a youth from his home. Home-Based Family Services' second goal is to strengthen the family to ensure its stability after the conclusion of the intervention.

Any juvenile subject to out-of-home placement is eligible for the program. The program includes innovative treatment strategies and immediate, intensive intervention involving the entire family. This intervention tapers off as family life improves. During the nine- to fifteen-week program, the youth and his family are taught skills for interacting with each other and coping with personal problems. They are also provided with family dynamics training. All of the programs at Home-Based Family Services are supervised by a multi-disciplinary, multi-agency advisory committee.

The two pilot projects originally funded by Federal formula grants have grown to nine sites in Maine. The program, now fully funded by the State, has reduced over-crowding at residential facilities and maintained a high quality of service and a manageable case load by strictly enforcing its counseling requirements.

Home-Based Family Services
Youth & Family Services
P.O. Box 502
Skowhegan, ME 04976

Bethesda Day Treatment Center

The Bethesda Day Treatment Center in West Milton, Pennsylvania, is a comprehensive program that strives to improve behavior by restoring order and stability in the home.

The Center's administrators believe that delinquent behavior is often caused by anger, frustration, and resentment, usually directed at family members or peers. The Center employs a variety of techniques to help the youth and his family acknowledge and alleviate any anger or bitterness that might have contributed to delinquent behavior. The youth is encouraged to express his anger in writing, share the writing with his family, and seek reconciliation by signing a covenant of love and mutual forgiveness. The treatment proceeds in four stages:

Retribution — teaching the youth to assume responsibility for his actions and holding him accountable.

Restitution — compensating victims for the harm they have suffered and reimbursing the county for the cost of adjudication and services.

Reconciliation — healing the rift caused by delinquent behavior toward family and society through expressions of love and forgiveness.

Restoration — restoring the youth to society as a productive, responsible member.

The Center runs both a day treatment program and an on-site, full-time prep school. During treatment, youth participate in a structured program up to 55 hours per week. Juveniles of working age are required to work either at the Center or off-site. Seventy-five percent of their paycheck is used to pay fines and costs and to make restitution to their victim.

The Bethesda program provides intensive psychological counseling, 24-hour crisis intervention, opportunities for job placement and career counseling. When appropriate, drug-and-alcohol assessments are done. Counselors at the Center evaluate home, school, and job site through periodic contacts and individual and group counseling, and weekly home visits are conducted during which parental participation is mandatory. The Center also provides individualized educational alternatives for those who have failed in conventional schools.

The program serves male and female status offenders between the ages of 10 and 17 and delinquents before and after adjudication of their cases. Referrals come from schools, children's services agencies, and juvenile courts.

Bethesda Day Treatment Center
P.O. Box 270
West Milton, PA 17888

Juvenile-Family Crisis Intervention Units

The Juvenile-Family Crisis Intervention Units (CIU) of New Jersey provide a 24-hour counseling service to respond to family crises in which a youth is at risk of being removed from his home for out-of-home care. The units attempt to stabilize the immediate crisis to avoid immediate out-of-home placement. They then provide short-term counseling, followed by a referral to the appropriate community counseling service.

The goal of the CIU is to provide counseling services within the context of the family to mitigate family discord. The CIU were designed originally for runaways, truants, children at risk of physical harm from family members, and the chronically incorrigible.

CIU's were created following the adoption of the New Jersey Code of Juvenile Justice in 1983. Under the new code, the State legislature abolished the offense category of "Juvenile In Need of Supervision" for status offenders and nonoffenders. The new code required that each county in the State establish a CIU. Some of the eight CIU's in existence prior to the effective date of the new Code were initiated through the use of Federal formula grants provided under JJDP Act. By the end of Fiscal Year 1991, there were 21 CIU's in New Jersey.

New Jersey authorities credit this program with helping New Jersey families and communities in several ways. It has avoided the need to label the adolescents as "status offenders." It has provided the mechanism for early intervention in family crises, thereby increasing the potential of preventing a status offender from becoming delinquent. It has reduced the number of juveniles placed in residential facilities and helped to preserve families. It has reduced the number of juveniles referred to the courts for formal processing, thereby avoiding the needless exhaustion of court resources. Finally, it has made better use of community service agencies.

Juvenile-Family Crisis Intervention Units
Administration Office of the Courts
Family Division
CN 983
Trenton, NJ 08625

"Homebuilders" — Intensive In-Home Counseling

The "Homebuilders" program, run by Lutheran Social Services of North Dakota, was first established as a pilot program with an OJJDP formula grant. Its founders wanted to test the concept of short-term, intensive, in-home counseling as an alternative to long-term residential care. Because of the success of the pilot, the State has assumed responsibility for funding the program.

A low client-counselor ratio provides the key by which Homebuilders treats youth at imminent risk of placement outside the home. By working with no more than two families at a time, counselors can provide intensive, in-home care lasting between four and six weeks.

Within 24 hours of a referral, a Homebuilders counselor is in contact with a family. The counselor assists the family in problem solving, defusing potentially violent situations, assessing the overall problems of the family, and exploring the realistic options available to the family and juvenile. The counselors are available any time of day, seven days a week. Counseling sessions are held wherever the family feels most comfortable, with most conducted at home or in school.

The Homebuilders' goals are to prevent long-term, out-of-home placement and to promote self-sufficiency by increasing parenting skills and coping abilities for the entire family. Priority is given to families with older youth already in the juvenile justice system and younger children who may be at risk of contact with the juvenile justice system in the future.

"Homebuilders"
Lutheran Social Services
of North Dakota
211 S. 3rd Street
Grand Forks, ND 58201

Conclusions of a comprehensive study of DSO efforts in seven representative States:

1) *The placement of status offenders in secure public facilities has been virtually eliminated . . . .*
2) *There has been a substantial reduction in the use of detention for preadjudicated status offenders . . . .*
3) *There has been a decline in the number of youth who commit status offenses and who then enter the juvenile justice system . . . .*
4) *For those status offenders who are diverted to some other service system, the predominant forms of out-of-home care are group homes or foster care arrangements . . . .*
5) *It is unclear what is happening to youth who commit status offenses but do not enter the juvenile justice system or its closely related diversion programs . . . .*

Deinstitutionalization in Seven States: Principal Findings
National Academy of Sciences Report, 1982

◆ Summaries of State Plans ◆

The JJDP Act mandates that each State participating in the formula grants program must submit to OJJDP a three-year comprehensive plan describing how it intends to use those funds to meet the mandates of the Act. State plans are updated annually. The following summaries provide highlights from each State's three-year plan.

Alabama

Alabama provided program funds for three categories: community-based residential facilities and alternatives; community-based youth facilities to minimize penetration; and delinquency prevention. Financial support has been provided to the continued operation of nine residential facilities, in seven regions of the State, for personnel and operating expenses; the diversion of juveniles referred to juvenile courts but who have not committed an offense that is serious enough to warrant court intervention; and the development of delinquency prevention programs that reach young people before delinquent behavior develops. There are no Indian tribes with law enforcement functions in Alabama. In 1991, the State identified incidents and causes of minority overrepresentation in the justice system and responded with every resource currently available.

Alaska

Alaska's plan concentrates on jail removal programs. The State has budgeted all of its formula grant funds on alternatives to detention programs that will continue the State's efforts in jail removal as well as the other provisions of the JJDP Act. Alaska's jail removal projects will reduce the number of juveniles held in adult jails and lockups in violation of the JJDP Act, establish five new attendant care shelters within this three-year cycle, and educate the general public and law enforcement officials about the inappropriateness of placing youth in adult jails and lockups, and provide information about available alternatives.

Arizona

Arizona is expending a large portion of its Federal funds during this three-year comprehensive cycle for early prevention and intervention of targeted at-risk youth. The primary goal is to bring community organizations, schools, government agencies, parents, and the bus-

iness community together to work collectively on the problems of at-risk youth. Substantial funding is planned for the deinstitutionalization of status offenders, for which the State will implement holdover programs and crisis intervention programs in communities statewide. Arizona's plan also addresses the removal of juveniles from adult jails. Arizona was selected with four other states to receive discretionary grants to study and develop minority overrepresentation projects statewide.

Arkansas

Arkansas opted to put all of its program funds into two categories: minority overrepresentation and jail removal projects. The latter covers such areas as training, education, home detention, shelter care, and pretrial detention. In 1990, the State funded seven projects that provide alternatives to secure detention. The projects make available 24 beds and serve 950 juveniles. Arkansas has also begun to produce and publish a *Minority Confinement Report* to identify factors causing minority overrepresentation in the juvenile justice system. There are no Indian tribes with law enforcement functions in Arkansas.

California

During this three-year comprehensive cycle, California has identified three program areas as its highest priorities. All three programs emphasize direct assistance to juveniles. These programs are: Delinquency Prevention, Serious/Violent Offenders, and Community Corrections. Training and Technical Assistance and Research and Evaluation are two additional program areas designed to support other programs.

Colorado

Colorado's three-year plan concentrates on jail removal. This program area will receive the largest portion of the State's funding during this cycle. Colorado has planned to develop a long-term (three-to-five year) plan to reduce the reliance of jail removal programs on federal funds. Colorado also has budgeted a substantial allocation for compliance monitoring. It is the State's intention to continue to combine local coordination of jail removal activities with monitoring activities that were developed with jail-removal grant funds. Colorado will also focus on improving coordination of services for juveniles in the justice system. This is an established priority for the plan's three-year span.

Connecticut

Connecticut's plan addressed the need to: develop before-school and after-school programs involving family, school, peer, and community activities that promote positive development of youth into productive, creative, and law-abiding citizens; develop a network of services for status offenders and their families to include prevention and early intervention programs, crisis intervention, family counseling, alternative education, employment training, and shelter care; and enhance the ability of State and local and public and private agencies to conduct effective juvenile justice and delinquency prevention programs and provide rehabilitation to juveniles in custody to prevent re-entry into the juvenile justice system.

Delaware

Delaware's plan identified two major areas for funding: 1) Prevention – designed to improve prevention efforts and develop prevention programs for identified high-risk youth by providing educational tutoring, support services, job skills training, and placement services to youth; and 2) Dependent, Neglected, and Abused Children – designed to improve procedures for screening and identifying child-abuse cases in family court, improve preparation of child victims for trials and hearings, and improve the counseling and treatment services for child victims. Other areas for funding are Drug, Alcohol, and Mental Health; Alternatives to Incarceration; and the Minority Youth program area – designed to examine issues relating to the overrepresentation of minority youth in secure facilities and to bring admissions more in line with the racial demographics of the general juvenile population.

District of Columbia

The District of Columbia targeted the Serious and Violent Offender program for funding in response to the District's present crisis in homicides and other serious crimes. Efforts will be made to address the social and economic problems of all youths who are at risk of delinquency. Treatment and rehabilitation programs will be enhanced to reduce the risk factors for many youths who have already had their first contact with the juvenile justice system.

Florida

Over 50 percent of Florida's Fiscal Year 1991 program funds have been made available to efforts of jail removal and delinquency prevention. Other program categories funded during Fiscal Year 1991 are Compliance Monitoring, DSO, Native American Passthrough and Minority Overrepresentation. The monitoring staff in Florida provides a 24-hour technical assistance hotline for all adult correctional facilities, secure juvenile detention centers, state attorneys, public defenders, judges, and other justice system personnel. The hotline provides assistance to callers with questions on placement of juveniles in secure facilities and dispenses information on federal and state requirements regarding juveniles.

Georgia

Georgia encourages replication of exemplary programs through an annual Exemplary Project Award Program. Legislation recently passed by the Georgia General Assembly mandates more stringent parameters for jail detention and detention of status offenders. In Fiscal Year 1991, Georgia funded five program categories that addressed the priorities established by the State Advisory Group. They are: System Coordination and Training; Community Treatment Services; Alternatives to Commitment; Alternatives to Detention; and Prevention. The Georgia State Advisory Group encourages college students to explore career possibilities within the juvenile justice system, and the State has created a Governor's Intern Program to attract high-quality young professionals to the system by choice rather than by accident. The State has made a long-term commitment to using OJJDP funds to address the training needs of the Georgia Division of Youth Services and the independent court system. In 1991, Georgia concluded an extensive research project on secure minority confinement.

Hawaii

Hawaii's comprehensive plan focuses on the jail removal provision of the JJDP Act. This program area has received the largest portion of the federal formula grant funds. Within this program area, Hawaii plans to eliminate the inappropriate confinement of minors in adult facilities; devise more alternatives to locking juveniles in adult facilities; and resolve youth and family problems at the earliest possible

stage with final recourse being juvenile justice involvement. The State also plans to study juvenile justice needs and youth services. For this program area, Hawaii will serve a dual purpose of assisting the State Advisory Group in evaluating its priorities and setting future directions, as well as assisting the newly established Regional Advisory Boards to identify service needs in each of the four counties.

IDAHO

The primary focus of Idaho's plan is the removal of juveniles from adult jails and lockups. The State plans to eliminate entirely the use of adult jails for detaining juveniles. Idaho aims to have appropriate detention facilities in all seven regions of the State by the end of 1992 and appropriate non-secure holdovers for all seven regions of the State by the end of 1993. Idaho also plans to emphasize coordination of services through regional councils. The State plans that these councils will enlighten communities about the needs of youth in their area.

ILLINOIS

Illinois' plan will focus primarily on the removal of juveniles from adult jails and lockups. The plan targets the following barriers that keep the State from complying fully with the jail removal mandate: the lack of an enforceable State law; the lack of transportation programs and community-based alternatives to detention programs; and the lack of an adequate monitoring system to determine the level of compliance with the mandates of the JJDP Act.

INDIANA

Indiana's formula grant funds are dedicated to achieving and maintaining compliance with sight-and-sound separation and the removal of juveniles from adult jails and lockups. The program goals under this plan call for establishing alternatives to adult jails and lockups; providing access to secure detention; and providing training and technical assistance to counties in support of efforts to pass jail removal legislation. In November 1991, Indiana introduced draft legislation to the General Assembly modelled upon the mandates of the JJDP Act.

Iowa

Iowa's plan directs its funds toward statewide after-care services; specialized community-based programs for delinquent youth; serious/violent juvenile offenders programs; programs for alcohol- and drug-abuse prevention and treatment; institutional services for delinquent youth; and activities to reduce the disproportionate placement of minority youth in secure facilities.

Kansas

Jail removal is a top priority of the Kansas three-year comprehensive plan. Kansas will expand the attendant care system and intake services in the remaining areas of the State where these services are still needed. Kansas is also planning to implement regional rural detention centers during the three-year cycle and devote funds to compliance monitoring.

Kentucky

Kentucky is devoting all of its program funds to the removal of juveniles from adult jails and lockups. The State will provide special attention to transportation projects and efforts for youth attendant care. The State Advisory Group is continuing to seek major revisions in the Kentucky Juvenile Code to meet the mandates of the JJDP Act.

Louisiana

Louisiana prioritized the following six programs for funding in Fiscal Year 1991: Juvenile Research, Planning, and Evaluation Support; Juvenile Justice Training and Education; Community-Based Alternatives to Incarceration; Native American Passthrough; Violent and Serious Juvenile Offender Emphasis; and Alternative Intervention Strategies. OJJDP funds are provided for the publication and distribution of a statewide magazine on youth issues, legislation, and programs. The State has also successfully supported a position for a juvenile-detention alternatives coordinator to assist local officials on a regular basis. The State Advisory Group sponsors an annual, statewide juvenile justice training conference. The eleventh Governor's conference was held in Lafayette, Louisiana, and attracted more than 500 registered attendees from across the State.

Maine

Maine continues to commit its Formula Grant program funds to the achievement of jail removal. Pilot projects for jail diversion were instrumental in promoting the passage of legislation that required the removal of juveniles from Maine jails and lockups by the end of 1991.

Maryland

Maryland's plan targets five program areas: maintaining compliance with the jail removal provision of the JJDP Act; assessing the over-representation of minority youth in secure facilities; delinquency prevention; illegal drug and alcohol use among juveniles; and aftercare or transitional services for serious and chronic offenders upon release from secure confinement.

Massachusetts

Massachusetts continues to commit its formula grants to jail removal and compliance monitoring within the mandates of the JJDP Act. Initiatives supported by formula grants will include shelter, group, and foster care homes; attendant care facilities; home tracking; non-secure emergency services; and alternatives to detention of juveniles detained in police lockups.

Michigan

Michigan has allocated the majority of its Fiscal Year 1991 funds for jail removal and alternatives to locked detention. The remaining funds are being provided for Native American Pass through and Disproportionate Representation of Minority and Female Youth.

Minnesota

Minnesota has placed all of its program funds for Fiscal Year 1991 in jail removal and Native American Passthrough. Among the projects that will be supported under the jail removal category are: alternatives to local jails and police lockups; the design and organization of informational forums to stimulate those involved in pre-adjudication decisions; the improvement of the intake process; and the provision of secure shelter-care programs that provide a viable alternative for status

offenders and nonviolent offenders. The State will also design projects to develop appropriate and effective predispositional alternatives for minority and female offenders.

Mississippi

Mississippi has targeted most of its Fiscal Year 1991 funds for jail removal. The jail removal program intends to reduce the number of juveniles held in adult jails and lockups; implement a uniform detention screening criteria; enact legislation prohibiting the detention of juveniles in adult jails and lockups; and reduce the number of facilities holding juveniles in violation of Section 223(a)(14). Program funds will also be provided to the only Indian tribe with law enforcement functions in Mississippi.

Missouri

Missouri's 1991 plan highlights the need for special attention and services for minority youth who are overrepresented in the juvenile court population. The plan also includes alternative programs for status offenders and adolescent sexual offenders, detention program improvements, training and technical assistance, and delinquency prevention and violent offender model programs. In Missouri, the emphasis will be on the development of programs that will keep children in their communities and maintain and strengthen the family. Prevention and early intervention will continue to be the State's primary focus.

Montana

Montana plans to focus its efforts on the removal of juveniles from jails. Montana intends to encourage the development of a regional network of services to reduce the unnecessary incarceration of juvenile offenders. Montana also aims to increase interaction between police and community, devise appropriate alternatives in the pretrial stage, and stimulate the use of innovative programs such as home detention, better law enforcement procedures, and shelter care to reduce the need for placing youth in detention. Another State objective involves the establishment of reservation-based programs designed specifically for Native Americans living off reservations. These programs are expected to be suitable for replication in other Tribal jurisdictions in a cost-effective, socially responsive manner.

Nebraska

Nebraska's plan provides for activities that focus specifically on removing juveniles from adult jails and lockups. Nebraska has drafted legislation that will provide detention practices consistent with the JJDP Act.

Nevada

Nevada has targeted status-offender diversion programs for this three-year cycle. The State is planning to award funds to local governments and private-sector runaway shelters to divert status offenders from secure detention and formal involvement in the juvenile justice system. Nevada also plans to devote a substantial portion of its Federal funds to removing juveniles from adult jails and lockups.

New Hampshire

New Hampshire continues to commit its formula grant funds to jail removal and compliance monitoring. The State plans to submit legislation that mirrors the mandates of the JJDP Act and to support the development of community-based detention alternatives to be used by local, county, and State law enforcement agencies for juvenile detention and temporary care. Such alternatives will include regional shelter-care beds, youth attendant programs, and specialized foster care.

New Jersey

New Jersey's plan targets two major program areas for funding: Delinquency Prevention - to develop and support programs designed to address conditions that contribute to juvenile delinquency in an attempt to reach youth before they become involved with the juvenile justice system; and Serious Crimes - to provide community-based services to delinquent juveniles and their families, programs of intensive probation supervision, and in-home therapy to allow serious delinquents to remain in the community. A Minority Overrepresentation program will be funded to create policy changes and alternatives to secure confinement.

New Mexico

New Mexico will focus its efforts toward the removal of juveniles from adult jails and lockups. Most of New Mexico's funding will be devoted to this program area, in which it plans to establish shelter care, a foster family program, and home detention and to provide technical assistance and specialized training for detention centers. New Mexico will also fund programs that address juveniles held in adult jails in Indian Tribal jurisdictions.

New York

New York plans to fund family-support and school-based initiatives to develop the youth's resistance to negative peer pressure and to increase self-esteem and educational competence. Services and programs for detained and incarcerated youth will be developed to enhance the rehabilitation process; reduce the disruptive effects of separation from home; and to provide transition services that increase chances of a successful return to the community. Additional funds will be directed toward improving the processing of juveniles through the courts by improving system planning and interagency coordination. This will more effectively meet the needs of youth coming into contact with the juvenile justice system and provide improved representation and counsel for youth in court proceedings; improved juvenile dispositional alternatives for court personnel; and development of a postadjudicatory program.

North Carolina

North Carolina targeted early intervention as one of the priorities for funding because of the increase of child abuse, child neglect, and school dropouts. Other priorities that have been set by the State are: positive development projects to reduce juvenile delinquency and child victimization in three delinquency-prone counties; early intervention projects that will provide innovative programming for identification of and service to at-risk juveniles ages 10 and under; replication of home remedies projects that will provide around-the-clock services to at-risk families; and replication of the Options projects for youth who exhibit chronic behaviors that are symptomatic of educational deficiencies and lack of support at home. One Indian tribe performs law enforcement functions in North Carolina, and funds have been awarded to that tribe for an after-school program for at-risk children. The State is in the process of identifying incidents and causes of minority overrepresentation in the justice system.

North Dakota

North Dakota has prioritized four areas for funding in Fiscal Year 1991. They are: community alternatives; alternatives to secure detention; alternatives to secure detention on reservations; and delinquency prevention. Minority overrepresentation in the juvenile justice system has also been given special priority.

Ohio

Ohio will continue its efforts to improve the State's juvenile justice system and to maintain compliance with JJDP Act requirements. The primary objectives of the plan are to remove juvenile offenders from adult jails; deinstitutionalize status offenders; develop community-based alternatives to institutionalization; offer specialized treatment programs to serious juvenile offenders; divert youth from the formal juvenile system; analyze and respond to the needs of the juvenile justice system through research, training, and systems coordination; and reduce the number of status offenders held in detention for violating a court order.

Oklahoma

Oklahoma's plan is based on the effective analysis of juvenile crime problems and juvenile justice needs. A high priority has been given to the diversion of juvenile offenders. Toward that end, the State is developing new community-based programs and expanding existing programs. Efforts are underway to provide law enforcement officers with information on specific agencies in each community that deal with juvenile and family problems, allowing the officers to more effectively deal with juveniles in the area of diversion. Oklahoma also intends to develop and coordinate efforts of existing and planned alternative education programs to make them more effective in reducing delinquency and increasing educational success of participants.

Oregon

Oregon's current plan is aimed at the minority overrepresentation program area that will focus on increasing knowledge and sensitivity to the special needs of ethnic minorities in the system. The State will develop appropriate policies and program recommendations to address ethnic minority issues. Other initiatives include managing and evaluating services for at-risk children and database development

projects that will improve the quality, availability, and utilization of data needed by State and local decisionmakers.

Pennsylvania

Pennsylvania's plan directs funds to two projects: Compliance and System Improvement, to allow the State to maintain jail removal compliance; and Family Treatment and Prevention Services, to provide family-focused treatment and prevention services for at-risk juveniles and their families to reduce the number of juveniles entering the juvenile justice system.

Rhode Island

The State's main objective is to maintain full compliance with jail removal. Rhode Island is also funding programs in the delinquency prevention and systems improvement areas to identify at-risk youth and develop intervention programs and to change policies and practices that inhibit young people from becoming self-sufficient, productive adults.

South Carolina

South Carolina has indicated that the State is spending most of its Fiscal Year 1991 formula grant funds on jail removal. South Carolina is conducting a statewide campaign to make the public aware of alternatives to jails and of the need to remove all children from adult jails and lockups. The State is also providing technical assistance to counties on the development of regional detention facilities and services. There are no Indian tribes with law enforcement functions in South Carolina. The State is in the process of identifying incidents and causes of minority overrepresentation in the justice system.

South Dakota

South Dakota is currently operating under a non-participating State initiative award from OJJDP to the South Dakota Youth Advocacy Project. During Fiscal Year 1991, program funds have been used to develop alternative bedspace; provide short-term emergency services for youth who cannot or will not return to their homes; establish regional multi-use facilities; and provide resources that will support State and local efforts to bring South Dakota into full participation with the JJDP Act.

Tennessee

Tennessee is directing Fiscal Year 1991 funds to six program categories: delinquency prevention, minority overrepresentation, jail removal, system improvement, deinstitutionalization of status offenders, and compliance monitoring. The State has also made funds available to local juvenile courts to hire additional Youth Service Officers or other professional court support staff. Eight projects are receiving OJJDP funds for delinquency prevention. Projects are also being supported as alternatives to adult jails for preadjudicated youth to educate local officials on the mandates of the JJDP Act; fund a minority overrepresentation project; and continue operation of a DSO project. There are no Indian tribes with law enforcement functions in Tennessee.

Texas

Texas provided program funds for the following categories: purchase of juvenile services; serious crime and drug use; jail removal; a free runaway hotline for juveniles; juvenile justice research and evaluation; on-site monitoring for compliance with the JJDP Act; training, education, and staff development; and juvenile crime and drug abuse prevention. There are two Indian tribes with law enforcement functions in Texas that are eligible to receive awards for projects on the Indian Reservations under Purchase of Juvenile Services Grants. Texas is in the process of developing strategies of prevention, diversion, community-based alternatives, aftercare, training, education, empirical research, and data collection to document and address the overrepresentation of minorities in the juvenile justice system.

Utah

Utah's primary goal is to provide supervision and rehabilitation programs that meet the needs of young offenders in a manner consistent with public safety. These services and programs will individualize treatment and control young offenders for their benefit and the protection of society. Utah remains committed to supervision and rehabilitation programs consistent with public safety and provided in the least restrictive environment. The State's work with young offenders is focused on supporting and assisting them as they work toward becoming responsible, productive citizens.

Vermont

Vermont has identified two major program areas for funding: Jail Removal - to reduce the number of minor misdemeanants detained or incarcerated in adult jails and lockups and to provide alternative placements; and Systems Improvement - to train family court judges and staff, foster parents, and juvenile justice personnel involved in responding to cases of sexual and substance abuse. This program will also support the development and refinement of management information systems and case review procedures for agencies within the juvenile justice system.

Virginia

Virginia has directed funds to the following seven program areas: Deinstitutionalization, Jail Removal, Compliance Monitoring, Delinquency Prevention, Serious Crime, System Improvement, and Minority Overrepresentation. Funds are being provided to strengthen community-based services to delinquent youth; encourage coordination of planning efforts among Executive, Legislative, and Judicial branches of State government; and promote interagency coordination of prevention services. Priorities have also been given to projects that increase the availability and improve the quality of diversion programs for minorities. The State's attention has continued to focus on programs that respond to detention home overcrowding, reduce the length of stay in juvenile detention, and provide innovative and effective methods for intervening on behalf of adjudicated youth. Virginia has no Indian tribes with law enforcement capabilities.

Washington

Washington's plan primarily targets three program areas: a regional program development project that will generate accurate data on system/client transactions; the development of programs that provide more readily available data on the juvenile system; and better use of demographic data to improve local and statewide planning processes. Washington will also focus on juvenile offender programs statewide in an effort to reduce the rate at which juveniles commit serious crimes and to provide programs to support reintegration. The State will establish programs that duplicate programs such as SHOCAP to provide early identification and preventive treatment for youth most at risk of becoming violent or chronic offenders, and to assist detention facilities in meeting nationally accepted standards.

West Virginia

West Virginia provided program funds for the following categories: direct services to at-risk children and youth; family-focused alternatives and intervention; restitution, diversion, corrections, and rehabilitation; compliance monitoring; juvenile justice information systems; and technical assistance and training programs. Financial support is being provided to projects that include restitution programs, community-based and dropout prevention initiatives, substance abuse prevention, after-school care, and strategies to reduce teenage pregnancy and strengthen the family. There are no Indian tribes with law enforcement functions in West Virginia. The State Advisory Group and staff are currently determining whether minority overrepresentation in secure facilities exists in the juvenile justice system.

Wisconsin

Wisconsin's plan focuses on removing juveniles from adult jails and municipal lockups. The state submitted to the Legislative Council proposed changes to amend the State Department of Correction's Administrative Rule #346. Once enacted, these rules will have the force of law and will require detention practices consistent with the JJDP Act mandates concerning deinstitutionalization, sight-and-sound separation, and jail removal.

Wyoming

Wyoming's plan has adopted jail removal as a major focus for its three-year cycle funds. The jail removal program is one of the most heavily funded programs for this period. This program area is designed to establish the development of county-wide plans, models, and options as well as a detailed State plan for jail removal before the RFP for local programs is developed. Other planned activities include a public education program, continued local coordination, and the development of voluntary state-wide standards for juvenile detention. Another program area the State will focus on is non-institutional alternatives, which will identify and develop secure and nonsecure detention alternatives, develop criteria for placement in secure and nonsecure settings, and design educational programs for juvenile justice professionals and the public.

American Samoa

The plan for American Samoa focuses on substance abuse and behavior problems. American Samoa has developed the Juvenile Delinquency Rehabilitative Program to reduce drug and alcohol abuse, truancy, dropout rate, and other behavior problems among high school students. American Samoa will also fund a shelter-care treatment and rehabilitation project aimed at reducing family violence by referring cases involving alcohol abuse and delinquency to services that assist specialized victim interventions and positive mental recovery.

Guam

Guam's plan is aimed at developing delinquency prevention programs that will provide a multitude of diverse projects that will suit the needs of youth serving agencies and organizations whose primary goal is to prevent delinquency. These programs have been designed to discourage the formation of attitudes which would permit youth to commit acts of delinquency and to provide necessary skills to keep abreast of current techniques in the treatment and prevention of juvenile delinquency.

Northern Marianas

The major goal of the Northern Marianas plan is the rehabilitation of juveniles. This program will deinstitutionalize status offenders and non-offenders, reduce juvenile recidivism of youths participating in the project, and increase youth services and activities for youth who are being served by the Northern Marianas justice system. The Northern Marianas also seek to minimize the use of secure detention and to use alternative programming including referral to appropriate agencies.

Palau

The plan submitted by the Republic of Palau centers around system improvement. Programs funded in this area will assist in increasing system coordination and the capacity to respond to the Republic's growing delinquency problem through effective planning, data collection, analysis, interagency coordination, and the development of delinquency prevention programs.

Puerto Rico

Puerto Rico's plan addresses the need for an integrated juvenile justice system that can provide for collecting data from all juvenile justice agencies and the exchange of information in a uniform manner. Additional funds will be directed toward funding community-based programs and services for prevention and treatment of juvenile delinquency, skills training, and alternate education for at-risk high school dropouts.

Virgin Islands

Efforts will be directed toward funding programs designed to reduce the incidence of juvenile delinquency in the Virgin Islands. Emphasis will be concentrated in the areas of parent education, peer counseling, skills training, and alternative education for at-risk high school dropouts.

PART IV

RESEARCH AND PROGRAM DEVELOPMENT

CHAPTER VIII

DETERMINING DIRECTIONS AND REPORTING RESULTS

In 1990, law enforcement agencies made some 2.2 million arrests of persons under the age of 18, according to OJJDP's analysis of arrests reported to the Federal Bureau of Investigation. Though each arrest has its own unique set of circumstances, juvenile justice professionals need to understand the threads that tie incidents of juvenile delinquency together.

OJJDP provides national leadership in researching the causes of and solutions to delinquency, evaluating ongoing prevention programs, and collecting and maintaining statistical data for future research. Also, current studies are being conducted which focus on whether minority youth are overrepresented in the juvenile justice system and potential responses to this issue.

◆ ROOTS OF DELINQUENCY ◆

Much research into the causes of delinquency has focused on the role of the family, as it is generally recognized that stable, secure families provide the best protection against delinquency. With the help of OJJDP, researchers continue to explore the dynamics of the family to determine which factors contribute most to preventing delinquency. This research also explores ways to strengthen the positive influence of family and community among at-risk populations.

OJJDP has sponsored research into the many possible causes of delinquency. One ongoing longitudinal study seeks to identify factors contributing to delinquency that originate with the individual, family, school, peers, community, and the juvenile justice system itself.

In a study of **Causes and Correlates of Delinquency**, over 4,000 children from age 7 to age 13 were interviewed in three cities: Rochester, New York; Pittsburgh, Pennsylvania; and Denver, Colorado. Interviewers questioned the youth and their parents about a wide range of concerns, problems, behaviors, and possible risk factors. Additional information was obtained from school rec-

ords, teachers, local law enforcement, probation departments, family and juvenile courts, social services, mental health, and economic indicators of the neighborhoods of residence.

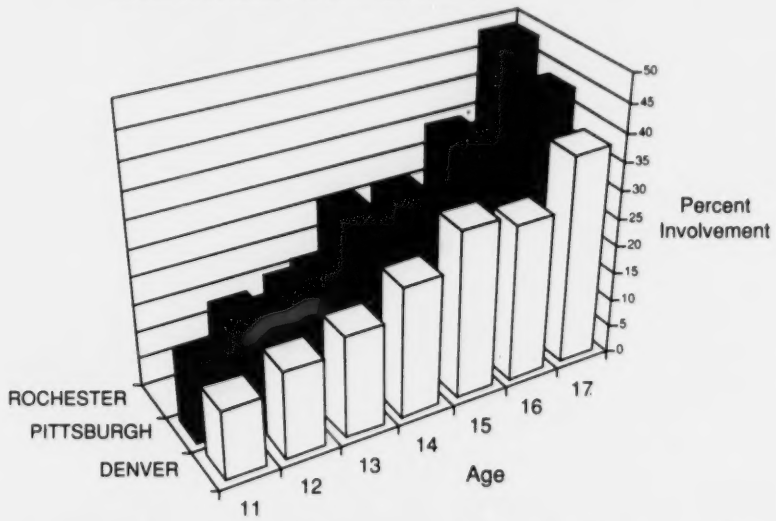
A preliminary analysis of the study's data has confirmed expectations that serious delinquency and drug abuse often go hand in hand; that peer pressure accounts for much of the misbehavior among juveniles; and that delinquent and drug-abusing juveniles are very active sexually. The study showed a remarkably high rate of sexual activity and pregnancy. By ages 16 or 17, well over half of the boys and nearly half of the girls said they had had sexual intercourse.

Other factors were also examined and have been subjected to preliminary analysis. Low commitment to school, poor reading achievement, weak attachment to parents, and family conflict were found to be associated with serious involvement in delinquency and drug abuse. Involvement in street crime steadily increases with age as shown in Figure 16. Fiscal Year 1991 will be the final year for the collection of data for this study.

Figure 16

Street Crime
Annual Male Prevalence Rates by Age

The number of youths participating in street crimes steadily increases with age. Prevalence rates for street crimes across three cities are strikingly similar.



Source: *Urban Delinquency and Substance Abuse: Policy Report*, Denver Youth Survey, Pittsburgh Youth Study, Rochester Youth Development Study, September 1991.

The Family and Delinquency

In Fiscal Year 1991, OJJDP sponsored meta-analysis research on the relationship between the family and delinquency. The premise of this research is that the juvenile justice system can improve both prevention and treatment efforts when attention is paid to the common factors that are inherent in the well-functioning, intact family.

This project culminated in a report entitled *A Policymaker's Guide to the Role of the Family in Determining Delinquency.* This review assessed the delinquency literature on topics related to child abuse, parental rejection, marital discord, parental criminality, child supervision, discipline, attachment, affection, single parenthood, and moral development. The researcher identified gaps in the literature, suggested topics for future research, and drew the following general conclusions:

- Children experiencing parental rejection are among those most likely to engage in delinquency, and those children marked by a troublesome disposition are more likely to experience rejection.
- Children in single-parent households are at greater risk of delinquency than those raised by both a mother and a father.
- Children who suffer child abuse in the home are at greater risk of delinquency.
- Children of parents experiencing severe marital discord are at greater risk of delinquency.
- Children who receive "positive parenting," including close supervision, consistent discipline, and moral instruction within the family, are least likely to engage in delinquency.

Also funded was a second review of literature on the effect of family and community on delinquency. This second study is entitled *An Assessment of Research Studies Concerning the Impact of Family and Community Functioning Factors on Criminal Justice Outcomes.*

Final reports from these projects will be disseminated by OJJDP in 1992.

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◆ Focus on Minorities ◆

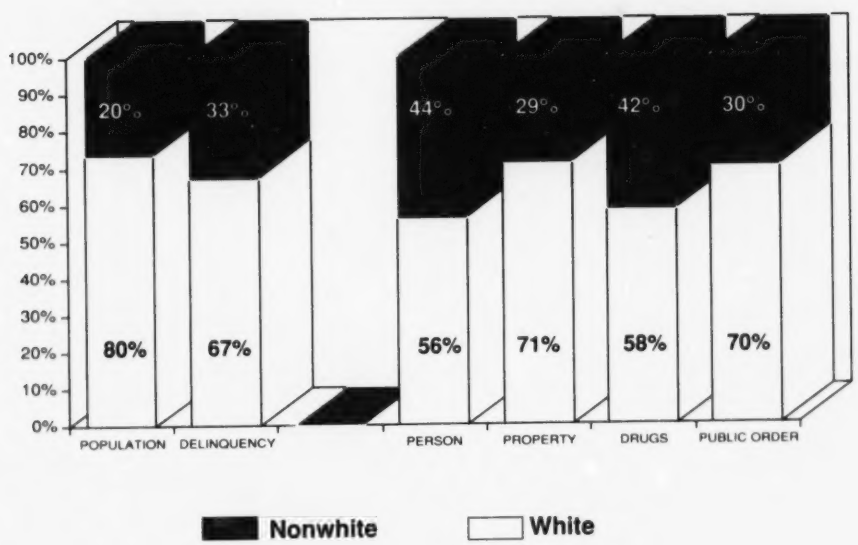
In 1989, for the first time ever, minorities accounted for more than half of the juveniles in custody. In public facilities alone, minorities accounted for 60 percent of juveniles in custody (42 percent black, 16 percent Hispanic, and 2 percent others). Statistics from 1985 to 1989 show a steady trend toward greater and greater proportions of minorities in custody, according to the *1989 Census of Public and Private Juvenile Detention, Correctional and Shelter Facilities.*

The JJDP Act, as amended, specifically directs OJJDP to address the disproportionately high rate of incarceration of minority youth. Many States are using formula grant funds to address this issue as shown throughout Chapter 7. OJJDP is now implementing pilot programs in five States through discretionary grants to address this problem.

In recent years, many municipalities have revived the practice of assigning police officers to regu-

Figure 17

Race Characteristics of Delinquency Cases by Offense, 1989



Source: *Juvenile Court Statistics, 1989* (Forthcoming).

lar neighborhood beats. This practice, sometimes called "community-based policing," is meant to foster cooperation and trust between residents and police officers.

In Fiscal Year 1991, OJJDP launched a related program intended to improve relations between minority residents and police officers. Entitled **Community-Based Policing: Incarceration of Minorities,** the program is designed to build upon the current work of the States as they develop and implement State plans to:

> address efforts to reduce the proportion of juveniles detained or confined in secure detention facilities, secure correctional facilities, jails, and lockups who are members of minority groups if such proportion exceeds the proportion such groups represent in the general population.
>
> *[Section 223(a)(23) of the JJDP Act, as amended]*

Under the Incarceration of Minorities Program, five pilot sites (Arizona, Florida, Iowa, North Carolina, and Oregon) were selected to receive training, technical assistance, and financial assistance to analyze the problem of overrepresentation of minorities in the juvenile justice system, and to develop appropriate responses.

The program stresses the need to increase the awareness of juvenile justice professionals, elected officials, and the general public regarding the representation of minority youth in secure facilities. It is intended to encourage the development of options to reduce that representation. Such options might include 1) providing support for prevention programs in minority communities, 2) increasing the availability and improving the quality of diversion programs for minority youth, 3) increasing the availability of effective, community-based alternatives to incarceration for minority youth, and 4) providing support for aftercare programs to ease the return of delinquent youth to their home communities.

The School of Social Work at Portland State University will provide technical assistance to the five pilot sites throughout the implementation of this program. The university has primary responsibility for developing program manuals for use in other States, and for preparing plans for delivering training and technical assistance to other interested jurisdictions.

An important consideration for OJJDP in minority program development is how to address the increased risk of delinquency faced by youth living in high crime areas.

In the interest of helping minority youth before they become delinquent, OJJDP has an interagency agreement with the Na-

tional Park Service of the Department of the Interior to provide at-risk minority youth with training and actual job experience. Youth involved in this program learn valuable skills for productive employment in the adult work force.

OJJDP supports the National Coalition of Hispanic Health and Human Services Organizations (COSSMHO) to respond to the concerns of the Hispanic community, which include child abuse and neglect, family violence, drug abuse, school failure and dropouts, teenage pregnancy, runaway youth, poverty, and delinquency. With OJJDP funding, COSSMHO implemented the replication stage of its **Project Hope: Family Strengthening Initiative**. The project provides participating communities with a model for strengthening families.

During Fiscal Year 1991 OJJDP funded a field-initiated project to develop a **High Risk Youth Community Support Model.** For twenty years, the Latin American Youth Center has provided prevention and intervention services in the Mount Pleasant neighborhood of Washington, D.C. Mount Pleasant was rocked by riots during the summer of 1991. OJJDP will assist the Youth Center in the start-up of a program of outreach that should help to decrease tension between Latin Americans and the community. These youth face difficult challenges because of the stress of adapting to a new country. With the help of volunteers and the business community, the program will work to keep juveniles gainfully employed in business or community improvement. Counseling and home visits with the parents will be included. Information on the project will be made available for replication of the program in other urban areas.

In response to a 1988 Congressional directive, OJJDP is sponsoring an ongoing study of the tribal juvenile justice system, entitled **American Indian and Alaskan Native Youth: Study of Alaskan and Tribal Justice Systems**. The study is being conducted by the American Indian Law Center, in cooperation with Walter R. McDonald & Associates, Inc., to determine how Native Americans are served by their justice systems and what improvements should be made.

So far, researchers have reviewed the available literature, mailed

We must reaffirm in no uncertain terms the importance of strong, loving two-parent families in the development of healthy, economically independent citizens. Our policies at HHS, and elsewhere in government, must work to encourage the formation and maintenance of two-parent families. We must do this without hesitation or apology.

Louis Sullivan, M.D.
Secretary of Health and Human Services
Essay, *The Washington Times*
November 28, 1990, p. G3

Cultural Differences

An encounter with the police can be a frightening experience for any youth, but when the police speak only English and the youth speaks only Spanish, even a brief encounter can become a nightmare. To improve the response of juvenile justice professionals to the Nation's increasingly diverse population, OJJDP in 1991 initiated a program of **Training in Cultural Differences for Law Enforcement and Juvenile Justice Officials**. This program is conducted jointly by the American Correctional Association and the Police Executive Research Forum. Its major goals are:

- To improve the effectiveness of police and other juvenile justice staff interactions with minority suspects and offenders;
- To improve juvenile justice policies and procedures with regard to the handling of minority suspects and offenders;
- To improve the safety of both minority group members and juvenile justice professionals in confrontational situations.

During Phase I, the project staff will assess information regarding the current handling of minority youth suspects and offenders by juvenile justice professionals. The project staff will survey juvenile justice agencies to identify important cultural issues and difficulties presented by different minority groups. The project will develop an inventory of training needs for each juvenile justice component and of relevant training resources currently available.

A training curriculum on racial, ethnic, and cultural differences will be developed during Phase II of this project. Where appropriate, existing training materials will be incorporated into the training modules.

During Phase III, the curriculum will be tested and implemented. The project staff will coordinate closely with other OJJDP-funded training programs to integrate the cultural sensitivity modules into existing curriculums. The program will be offered to juvenile justice training programs not funded by OJJDP.

This project illustrates how timely issues can be addressed through an OJJDP emphasis on applied research that provides practical benefits in a relatively short time.

American Correctional Association
8025 Laurel Lakes Court
Laurel, MD 20707

surveys to 300 Indian reservations and approximately 200 Alaskan native villages, visited 23 tribes and villages, and created four regional focus groups with representatives of 35 Alaskan villages to discuss problems of handling Alaskan Native juvenile offenders. While visiting tribes and villages, researchers paid special attention to identifying promising programs for Native American youth, particularly those suitable for use by other tribes and villages.

OJJDP has coordinated its Native American activities with the Bureau of Indian Affairs (BIA) by working together to sponsor a Tribal Alcohol and Drug Abuse Conference in November 1990. Conference staff have prepared a report on the proceedings. A follow-up youth conference was planned for Fiscal Year 1992.

Ultimately, success in preventing and reducing delinquency among minority youth as with all children lies in the restoration of family and community values. OJJDP is committed to encouraging and assisting the efforts of other agencies and organizations in restoring those values.

Development of a Juvenile Justice Program for Indian Children

OJJDP will assist the Grand Traverse Band of Ottawa and Chippewa Indians by funding the start-up of a tribal juvenile justice program to serve 2,000 Native Americans living in six counties in Northwestern Michigan. The project will assist the tribal council in their efforts to establish the position of juvenile justice officer. This individual will serve principally as a juvenile probation officer within the administrative structure of the tribal council.

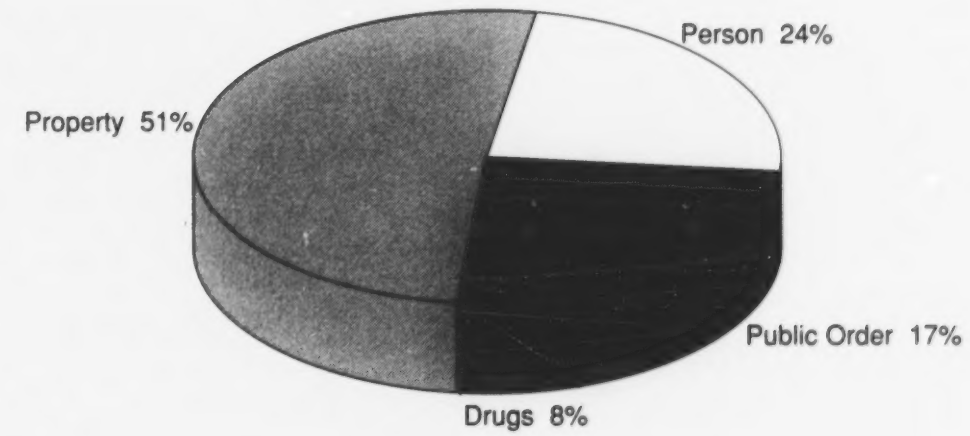
The project will recruit volunteers to work with at-risk youth, emphasize alternatives to incarceration, and document the progress of the program and potential for replication at other locations. Following the 18-month start-up period, the tribe will provide its own resources to continue the program.

This is a Field-Initiated project.

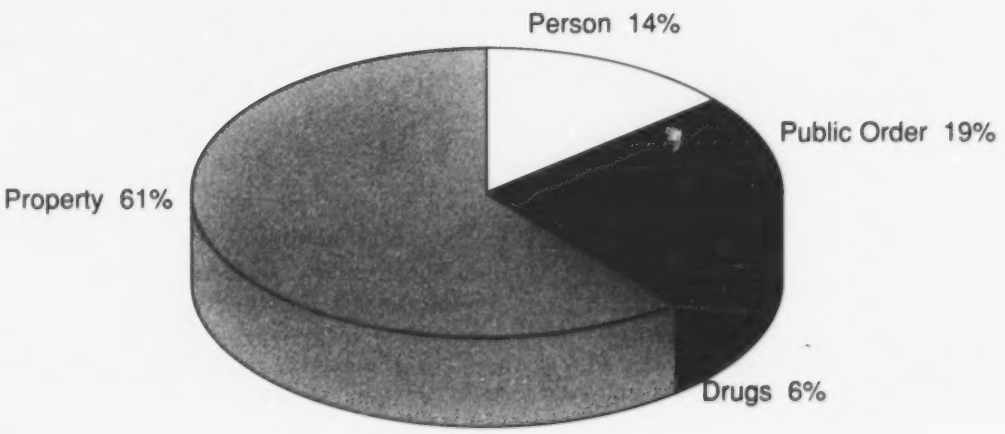
Grand Traverse Band of
Ottawa/Chippewa Indians
Route 1, Box 135
Suttons Bay, MI 49682

Figure 18

Delinquency Cases by Offense Types, 1989



Nonwhite



White

Source: *Juvenile Court Statistics 1989* (Forthcoming).

◆ EVALUATION ◆

In its ongoing efforts to identify programs that deserve the most support, OJJDP has contracted with Caliber Associates to help evaluate the efficacy, cost-effectiveness, and impact of OJJDP programs implemented through discretionary grants, contracts, interagency agreements, cooperative agreements, and formula grants. Caliber Associates will perform independent assessments of selected OJJDP programs. The results should help authorities concerned with juvenile justice make sound decisions on policy and plans.

OJJDP has sponsored an **Evaluation of the Cities in Schools Program** (CIS), designed to improve the participation of at-risk students in school. The evaluation, conducted by the Urban Institute, will focus on whether CIS students have actually benefited in terms of their school attendance, academic achievement, disciplinary problems, completion of high school, and transition to further education, training, or gainful employment.

OJJDP also has sponsored an evaluation of the **Juvenile Firesetter/Arson Control and Prevention Program**, which concentrates on educating the young on the dangers of pyrotechnics. This evaluation by the American Institutes for Research should be completed by the spring of 1993.

OJJDP has entered into an interagency agreement with the Administrative Conference of the United States to evaluate OJJDP's implementation of statutory mandates. The evaluation will examine compliance strategies, including the development of data and reporting requirements, agency negotiations with States on waiver, termination and settlement issues, and dispute resolution techniques. Evaluators will solicit the views of state formula-grant administrators and compare the formula-grant programs of other Federal agencies.

In a separate study, the Social Science Research Institute of the University of Southern California is examining the statutory mandate for deinstitutionalization of status offenders (DSO). The evaluation will determine the impact of DSO on youth, their parents, the juvenile justice system, and other youth-serving agencies. The researchers are assessing the level and source of services provided under different combinations of DSO philosophies, legislation, policies, and practices.

Conditions of Confinement

Though much has improved for juveniles in confinement since the passage of the JJDP Act in 1974, confinement facilities have been strained by the dramatic increase in detained juveniles. Congress therefore mandated a study of conditions of confinement in juvenile detention and corrections facilities with the passage of the 1988 amendments to the JJDP Act.

In response to this mandate, OJJDP entered into a cooperative agreement with Abt Associates, Inc., to design and implement a national **Study to Evaluate Conditions in Juvenile Detention and Corrections**. This study will provide the first systematic overview of juvenile corrections. It will include an examination of juvenile detention centers, reception and diagnostic centers, training schools, farms and ranches, and camps operated by public and private agencies in all 50 States.

Two methods of collecting information have been used: a mail survey and structured site visits. In August 1991, the researchers sent the mail survey to 978 public and private facilities throughout the country. The survey requests information on a broad range of topics, including physical layout, living conditions, injury rates, health care, attempted suicides, disciplinary measures, educational programs, staffing, and security. The results of this survey will be consolidated with the information gathered in the Children in Custody Survey (pp. 140-141) to produce a comprehensive record for each facility.

The researchers also developed and tested a protocol for the structured site visits. The protocol is designed to capture in-depth information through direct observation, measurement of sleeping rooms and common-use areas, and interviews with staff and juveniles covering perceptions, practices, and problems. Site visits were conducted at 95 facilities by practitioners serving on the research team. To ensure that data collected accurately reflect the actual operations of juvenile facilities, all information gathered by both the survey and the site visits will be kept confidential.

The researchers are completing their analysis of the data and preparing a report to Congress, which will address conditions of juvenile confinement and status of facility conformance to national standards.

Abt Associates
55 Wheeler Street
Cambridge, MA 02138

◆ Statistical Data Bases ◆

Reliable national statistics on juvenile justice are essential for policymakers to make informed decisions, but such statistics are often not available. To correct this inadequacy, OJJDP is sponsoring the **Juvenile Justice Statistics and Systems Development Program**, to produce a comprehensive statistical data base for the juvenile justice field. This program will produce reliable Federal, State, and local statistics on juvenile delinquency, child victimization, and the response of the juvenile justice system.

Conducted by the National Center for Juvenile Justice in cooperation with researchers at Rutgers University and Research Triangle Institute, the program is proceeding along two tracks: the Systems Development Track and the National Statistics Track.

The goal of the Systems Development Track is to develop and implement strategies for improving decisionmaking and management information systems in local jurisdictions. The research team will work in close cooperation with one or more local pilot sites to identify key decision points in local juvenile justice operations and devise a statistical system for gathering and analyzing data for use by decisionmakers. This system will serve as a model for the development of similar systems by juvenile justice authorities throughout the United States.

The National Statistics Track will help formulate and implement a national juvenile justice statistics program that will produce a series of routine reports on the extent and nature of juvenile delinquency, child victimization, and the juvenile justice system's response. The research team must first determine what information is already being collected and what significant information gaps exist, then decide what information will be collected and maintained in the national data base.

Existing information will be used to develop a series of special reports. A report on juvenile arrest trends has already been prepared. Effective use of statistics enhances planning, resource allocation, and other management decisions. By monitoring and understanding the trends and the impact of youth crime and victimization rates, better youth services and programs can be developed.

OJJDP has continued funding of several ongoing statistical efforts, including the **National Juvenile Court Data Archive**, the **Children in Custody Census**, and the **Research Program on Juveniles Taken Into Custody**.

- The National Juvenile Court Data Archive, operated by the National Council of Juvenile and Family Court Judges and the National Center for Juvenile Justice, collects, documents and distributes data generated by

juvenile courts nationwide. Without statistical information of this kind, a full analysis of the problems in the system would be impossible. The Archive receives information from courts and other juvenile justice agencies on over 700,000 juvenile cases annually. Project funds for 1991 were used to continue the data collection and analysis and to complete *Juvenile Court Statistics 1989*, the major publication of the Archive, which tracks juvenile cases and analyzes their dispositions.

- The Children in Custody Census is a joint effort by OJJDP and the U.S. Bureau of the Census. This effort produces biennial reports on youth in some 3,300 public and private juvenile detention, correctional, and shelter facilities. Work is underway on the 1990-1991 census.

- The Research Program on Juveniles Taken Into Custody is a joint effort by the National Council on Crime and Delinquency and the U.S. Bureau of the Census. Established in response to a 1988 Congressional mandate, the program produces an annual report on juvenile custody rates to be submitted to the President and Congress (pp. 79-80).

OJJDP also has entered into an agreement with the University of Michigan at Ann Arbor that will allow access to the university's extensive computer facilities and to the data stored at the Inter-university Consortium for Political and Social Research. This project, called the **Juvenile Justice Data Resources Project**, will also provide for the technical processing and documentation of OJJDP data sets so that they can be made readily available for secondary analysis by subsequent public users. In this way OJJDP research efforts can go much further.

Two contracts with Aspen Systems Corporation provide funds for the **Juvenile Justice Clearinghouse** and the **Juvenile Justice Resource Center**. These projects assist OJJDP in publishing study findings and disseminating reports to the field. The grantee further provides other support services to OJJDP such as managing conferences.

OJJDP remains committed to pushing forward the frontier of knowledge in the hope of improving the Nation's efforts on behalf of its youth.

The National Commission on Children recommends that parents be more vigilant and aggressive guardians of their children's moral development, monitoring the values to which their children are exposed, discussing conflicting messages with their children, and if necessary, limiting or precluding their children's exposure to images parents consider offensive.

The National Commission on Children
Final Report, May 1991, p. 361

PART V

CHAPTER IX

MISSING AND EXPLOITED CHILDREN

Few events touch the hearts of American citizens more deeply than the disappearance of a child. Adam Walsh, the Atlanta child murders, and many other cases visible to local communities across the country — these have burned into our minds an awareness of the tragedy of child abduction and exploitation. Yet few people are aware of what is being done on behalf of missing and exploited children.

Efforts are ongoing to investigate their cases, locate them, reunite them with their families, treat them, prosecute their abductors, and, most importantly, prevent more children from being abducted. Many missing children can be found and brought home safely — and many are. OJJDP stands at the focal point of efforts nationwide to help all children who are missing or exploited.

As the issue of missing children came to the forefront of the American consciousness in the early 1980s, Congress and the President responded by passage of the Missing Children's Assistance Act of 1984. This legislation, with subsequent amendments, is administered by OJJDP as Title IV of the JJDP Act. It promotes a comprehensive national response at all levels — Federal, State, and local — among public and private agencies to see that America attends to the needs of these children.

This chapter summarizes OJJDP's efforts on behalf of missing and exploited children. Recoveries of missing children occur nearly every day. Case information kept by the National Center for Missing and Exploited Children (NCMEC) shows that while 2,378 cases were reported to NCMEC during Fiscal Year 1991, the Center also recorded 2,207 case recoveries during the same year. Nevertheless, thousands of cases of missing children remain unsolved, and NCMEC becomes involved only in a portion of missing children cases.

The past decade has witnessed the emergence of a national movement to respond to this tragedy. Progress is expected to continue. OJJDP's efforts in funding research initiatives, continuing the development of the National Center and fostering cooperation are described in this chapter. The Comprehensive Plan for Fiscal Year 1992 is also included, as mandated by the JJDP Act [Sec. 405(a)(5)(A)].

◆ UNDERSTANDING THE PROBLEM ◆

Much has been learned since the beginnings of the movement on behalf of missing children in the early 1980's. OJJDP has worked aggressively to provide leadership in research. Among other studies, the five major research projects described on pages 148-149 have been funded. OJJDP is currently working to disseminate the findings. It is expected that the forthcoming reports will greatly advance our understanding of the cluster of issues surrounding missing children.

Until recently there has been no reliable estimate of the numbers of children who became missing. Policymakers were not equipped with enough information on the problem to respond with effective strategies.

In 1985, OJJDP responded to the need for exploring the incidence question through a research project known as **NISMART — National Incidence Studies of Missing, Abducted, Runaway, and Thrownaway Children**. NISMART was designed to provide valid estimates of the numbers of missing children and to establish profiles of missing children and characteristics of their disappearance.

NISMART provided an increased understanding of a set of very different and separate problems affecting American children. NISMART researchers studied a vast amount of data, publishing the first report of project findings in May 1990.

In 1991, OJJDP funded a new grant program known as **Additional Analysis and Dissemination of NISMART (AAD-NISMART)** and has begun implementation of planning for NISMART II, a second national incidence study. AAD-NISMART will make data from NISMART available to three research teams who will answer questions that go beyond the basic national estimates of the numbers of missing children. Extra emphasis will be placed on pursuing research that will offer practical insight to field professionals and on disseminating the results of that research.

Congress mandated in 1988 that OJJDP conduct "periodic incidence studies." In response, OJJDP will move ahead with NISMART II in Fiscal Year 1993 to expand and improve its research and to provide a five-year comparison with NISMART data collected in 1988. Planning is underway for this project. NISMART I will be thoroughly assessed, priorities will be analyzed and reestablished, additional data sources will be considered, and a long-term plan for future incidence studies developed. Incidence studies are handicapped by the incompleteness of available crime incidence data. A major source of crime incidence data is provided by the Uniform Crime Reports (UCR), published yearly

by the FBI since 1930. UCR is undergoing a major change in the types of data collected, moving from aggregate reporting to incident level reporting. The new system, called the National Incident Based Reporting System (NIBRS), will provide much greater specificity in reporting. The implications of this data for studying a problem such as child abductions are significant. OJJDP is exploring ways that crime data from NIBRS can be used to increase awareness of the incidence and characteristics of child abductions nationwide.

Many missing children become victims of sexual exploitation, including prostitution and pornography, but little has been documented about the extent of the problem and how well the criminal justice system responds to the problem. Fiscal Year 1991 saw the start of a national study of child sexual exploitation that will increase awareness in that area in the same way that NISMART increased our understanding of missing children. This project will examine the factors that lead to exploitation so that these incidents can be prevented. It will further analyze from a national perspective the existing child prostitution and child pornography case laws and statutes and promote clear and consistent definitions of these offenses.

In Fiscal Year 1991, OJJDP began funding a major research project exploring the factors that put children at risk of family abductions. The project will identify the most effective strategies that will minimize parental and family abductions of children.

OJJDP has initiated a project to explore methods used to effectively screen youth-serving workers. This study will provide a better picture of what methods work, who needs this service most, and how a system providing national background checks might be developed.

OJJDP's research agenda on behalf of missing and exploited children will continue to advance. Under the OJJDP fellowship program, researchers have begun to study child victimization by nonfamily members. Another project interviews incarcerated abductors and molesters of children to produce case histories that enlarge our understanding of this type of offender. Profiling offenders helps law enforcement officials pursue case investigations and increases public understanding of the problem of abductions.

In Fiscal Year 1991, OJJDP collaborated with the Office for Victims of Crime to fund the project **Street Outreach to Victims of Federal Crime**. This project provides services to street children who are exploited.

A Summer Research Fellowship project seeks to develop valid national estimates of the scope and nature of the physical and sexual victimization of children by persons unrelated to them. A researcher will analyze data from the NISMART study as well as a

second national data set, the Comprehensive Homicide File, compiled by the FBI. The project will develop profiles of victims, offenders, and the circumstances of child exploitation incidents. Factors that put children at risk of victimization will be identified and new strategies developed to prevent child exploitation.

In Fiscal Year 1991, OJJDP completed five major research initiatives. The combined efforts of five grantees will shed new light on the problems faced by missing children and their families. When published, these studies will be disseminated to field professionals to assist them in their efforts.

Obstacles to the Recovery and Return of Parentally Abducted Children

This study identifies the significant legal, policy, procedural, and practical obstacles to the recovery and return of parent-abducted children and recommends ways to eliminate these obstacles. Researchers have reviewed legal and social science literature, surveyed lawyers and judges, studied family abduction cases, and conducted on-site evaluations at four sites to see how the system responds in such cases. Interim findings indicate that the lack of knowledge of applicable law on the part of lawyers and judges stands as a key obstacle in such cases and must be addressed. This study has been mandated by Congress.

Reunification of Missing Children

The critical phase of "reunification" has been thoroughly explored through this project. By studying over 4,000 cases of missing children who were reunited with their families, researchers determined that there is a need to increase training for police officers and mental health professionals so they may address more effectively the needs of the victim and family at the time of and following reunification. The project is being carried further to allow development of demonstration programs, a training curriculum, and technical assistance bulletins.

Child Victim as Witness Research and Development Program

The Child Victim as Witness program seeks to balance sensitivity to the needs of the child with effective prosecution in cases involving sexual exploitation. Prosecutors, law enforcement officers, social services staff, medical and mental health professionals, and victim advocacy groups have worked together to examine this problem. The study provides

> *The responsibility for children's safety is one that all of us share. God has entrusted us with their care, and we must continue to strive for a society in which youngsters can grow up with a full measure of security.*
>
> **President George Bush**
> **Proclamation of the President**
> **of the United States**
> **Missing Children's Day,**
> **May 23, 1990**

specific recommendations to help local legal systems reduce the risks of children being traumatized by the legal process when called upon to testify in court.

Law Enforcement Policies and Practices Regarding Missing Children and Homeless Youth

By studying police departments responses to all types of missing children cases, OJJDP intends to help local jurisdictions increase their effectiveness in handling cases. Often decisions are made at the local level with insufficient information and inadequate or inappropriate resources. The study has revealed a need to better assist local police in developing detailed written policy guidelines.

Families of Missing Children: Psychological Consequences

This project examines the levels of clinical distress and trauma experienced by families of missing children. Researchers have found that family members experience great distress at the time of the disappearance of a child and following recovery. This was true in cases of family as well as non-family abductions. The project also has found that mental health services to families of missing children are extremely limited. OJJDP plans to resurvey the original respondents to determine the long-term psychological effects of abductions and runaways on children and their families.

◆ The National Center ◆

Each weekday, over 440 citizens contact the National Center for Missing and Exploited Children (NCMEC). On average, 170 of these callers contact NCMEC through its toll-free, 24-hour phone line. Each hotline call is answered by a trained specialist who is ready to provide assistance in the location and recovery of a missing or exploited child. While many callers simply seek information about the missing children issue, the staff of the NCMEC provides a vital service in the exchange of information that often leads to reuniting children with their families.

NCMEC provides much more than a telephone hotline. Since 1984, it has been the focal point of our Nation's efforts to locate and recover missing children. NCMEC assists each year with hundreds of cases and provides leadership for national efforts to protect children and bring them home when they are missing. Highlights of NCMEC's activities during Fiscal Year 1991 follow.

Case Assistance – NCMEC maintains a commitment to review, analyze, and assess every piece of information reported on a missing child's case and speed this information to the law enforcement agency in charge of that person's case. A fully automated system at NCMEC stores information on over 7,000 active

missing children cases and is updated continually as calls are received. NCMEC staff queries the database on behalf of law enforcement agencies nationwide. Case leads and sightings are systematically analyzed and transmitted to local investigators.

NCMEC case managers are proficient in law enforcement techniques. In addition to supplying leads to law enforcement agencies, they analyze specific cases, instruct police on proper case-handling methods, assist parents of missing children and their attorneys in securing the help they need, and coordinate cases of international abductions with other Federal agencies and international organizations.

Photos – NCMEC case managers completed 218 cases for photo distribution during the fiscal year. NCMEC currently maintains a network of 354 active private sector photo partners and 30 Federal agencies who distribute photos of missing children in their mail and otherwise. The vast exposure is provided free of charge by such companies as ADVO-System, Inc., and PIP Printing. ADVO distributes millions of direct-mail pictures of the "child of the week." PIP Printing provides free posters of missing children. The exposure makes a difference: To date, 180 children are known to have been recovered as a direct result of national photo distribution — a ratio of one in seven.

Photographs of missing children who have been missing for some time are "age-progressed" by a graphic artist on site at the NCMEC. Computer software is used to show how a child may currently look. The process involves a mix of science, art, data on facial growth and maturing of facial features, and heredity using photographs of parents and siblings to merge their features with that of the missing child. In Fiscal Year 1991, 97 missing children's faces were age-processed through this system.

Training – NCMEC staff trained 6,885 persons during the fiscal year. These included law enforcement, criminal and juvenile justice, health care, and child advocacy professionals. Training programs address detection, identification, and investigation of missing child and child sexual exploitation cases. Special emphasis has been placed on training health care professionals, specifically hospital administrators and neo-natal nurses and staff, in the prevention of infant abductions. Through a partnership with Mead-Johnson Nutritionals, NCMEC helped produce a 35-minute infant security training video,

Thank you . . . my daughter has come home . . . my nightmare is over. My heart is finally at ease. I pray for all the other missing children and their parents. Please keep up the good work and tell all the other parents to never give up hope.

— From the mother of a recovered child in a letter to the National Center for Missing and Exploited Children

"Safeguard Their Tomorrows." This video has been made available free of charge to the 4,800 birthing centers in operation nationwide. To further the delivery of vital training, a new national training center has been opened at the NCMEC.

Legal and Legislative Asistance – NCMEC maintains a clearinghouse of information on Federal and State legislation concerning missing children and child protection. NCMEC legal counsel is called upon to assist parents, attorneys, members of Congress, State legislators, court staff, law enforcement officers, and public and private agencies. In Fiscal Year 1991, NCMEC provided legal assistance on 426 occasions. NCMEC also has become a focal point for legal assistance in cases of international child abduction.

Enhancing Cooperation Nationwide – NCMEC maintains contact with the 43 existing missing persons/missing children clearinghouses throughout the Nation. Through regular telephone contacts, on-site visits and off-site contacts, and participation in regional clearinghouse events, NCMEC fosters exchange of information on cases and encourages the development of efforts at the State level.

NCMEC maintains a relationship with a network of 60 nonprofit organizations (NPOs) throughout the United States, Canada and Europe. NPOs offer a wide variety of services at the local level to missing and exploited children and their families. NCMEC provides a publication, "Nonprofit Service Providers Handbook," to guide NPO efforts and encourage their development.

NCMEC Hotline Calls for Service

As required by Title IV of the JJDP Act, OJJDP reports the following statistical information on hotline calls for missing children cases, leads and other requests during Fiscal Year 1991.

Nonfamily Abductions	195
Family Abductions	636
Runaways	1,422
Thrownaways	0 *
Lost, Injured, Otherwise Missing	1
Sub-total	2,254
Citizens' Leads	11,349
Child Sexual Exploitation Cases	57
Child Pornography Tipline	47
Information Requests	50,882
Total Calls for Service	64,589

* *No known intakes*

24-hour toll-free telephone number: **1-800-843-5678**

National Center for Missing and Exploited Children
2101 Wilson Boulevard, Suite 550
Arlington, VA 22201

Recovering Missing Children

As in any case investigation, what happens in the hours immediately following the child's disappearance is critical. Time is a precious resource. Local investigators must receive appropriate training to be ready to respond quickly to these cases.

Missing children cases must be publicized. Citizens who can potentially report sightings of abductors and provide valuable information should understand how cases are solved. Efficient information systems must be in place.

Among the many cases of "found" children taking place every year, four actual cases are presented in this chapter to show how case recoveries can occur. The names of those involved have been changed.

Bobby

Non-family Abduction

On November 19, 1990, Mrs. Holmes took her three-month-old son Bobby shopping. A woman befriended her. They shopped together and went for a drive later that evening.

During the drive the woman asked Mrs. Holmes if she was hungry, and coaxed her into stopping at a fast-food restaurant. She gave Mrs. Holmes money for food and remained with the child in the car while Mrs. Holmes went inside. When Mrs. Holmes returned to the parking lot she discovered that the woman had left, taking Bobby.

A local investigation ensued. Four days later, Mrs. Holmes called the NCMEC 800 Hotline to report Bobby's abduction. NCMEC immediately notified the producers of a national crime-oriented television program. After dispatching a television crew to tape a re-creation of the abduction, the program aired Bobby's story just over one week following his abduction.

Personnel from NCMEC and the Adam Walsh Center appeared on local news broadcasts. As a result of the media attention, several women contacted the local police to report that they had been approached in the same shopping area by a woman who fit the abductor's description.

One woman who called said she had been given a telephone number by the unidentified suspect. The telephone number was from a city in the adjoining State. This information led to Bobby's recovery by the police and the arrest of the abductor, ten days after his abduction.

Terry

International Abduction

Terry was abducted on January 25, 1989 by his non-custodial father. His mother contacted NCMEC two months later to report the child missing. NCMEC personnel began to work with the local police and prepared the case for media exposure.

It was later learned that the abductor had fled with the child and returned to his native country. In November, 1990, the abductor entered the Swiss Embassy in that country with his son to seek assistance in leaving the country. He was detained at the Swiss Embassy while Swiss authorities notified the U.S. State Department. The abductor also contacted the custodial mother and attempted to negotiate the return of the child in exchange for the mother dropping all criminal charges.

A lengthy series of contacts between NCMEC, the State Department and the Swiss Embassy led to an agreement by the abductor to return the child to his mother in Switzerland. Cooperation between the agencies resulted in the child being transferred to his mother in the Zurich air terminal.

On 132 occasions during Fiscal Year 1991, air transportation was arranged for children and families in similar circumstances.

Karen

Family Abduction

Karen was abducted from her home in Georgia by her non-custodial father on September 19, 1983. She was one year old at the time of her abduction.

In 1985, the NCMEC produced a poster of the child showing a photograph of the abductor. In June, 1990, the child was featured on an ADVO card. The next month, NCMEC completed an age-progressed photo of the child showing what Karen would look like at the age of eight.

Professional golfer Tim Simpson, who regularly displays photos of missing children on his golf bag, displayed Karen photo while playing in a nationally televised golfing event.

On April 25, 1991, the NCMEC 800 hotline received a lead from an anonymous caller who had seen the program. The caller indicated that the abductor was working under an assumed name for a company in Texas, and that the child was with him and was attending school there.

An NCMEC case manager immediately passed the lead to the Texas State Clearinghouse. The next day, FBI agents arrested the abductor and sent him back to Georgia to face charges. Having been missing for nearly seven years, Karen was reunited with her mother.

Timothy

Family Abduction

Three-year-old Timothy was abducted by his mother from New York in November 1988. In 1989 the father was granted a divorce and awarded sole custody. A warrant was issued for the arrest of the mother. The case came to the attention of NCMEC in January 1990.

The case drew national attention when it was featured twice on a national news program. Interest in the case was heightened by the fact that the case involved an "underground" organization. Such organizations actively and unlawfully aid abductors in hiding children from their custodial parents and law enforcement authorities. NCMEC prepared the case for media distribution.

A case manager for NCMEC completed a behavioral assessment on the abductor. Contacts with the father provided useful information on the behavioral characteristics of the mother. She was profiled as paranoid and a hypochondriac.

Lead and sighting information coming in to NCMEC was plotted with a geographic imaging system. A series of sightings were clustered in Texas. An FBI agent in charge of the case was contacted who was in fact investigating the case in that area. Unfortunately the leads and sightings from that area stopped.

In April 1991 the FBI contacted NCMEC requesting assistance in identifying a woman and child in Oregon. A doctor had noticed bizarre behavior by a woman with a child in his office and contacted local authorities. FBI and local investigators followed the woman for several hours to a home in another town in Oregon. When questioned, she refused to cooperate and became abusive, attacking an officer. Police apprehended her and charged her with assault, however they did not know her identity.

As the woman was scheduled to be released within a few hours on bond, FBI quickly contacted the Crime Analysis Unit at NCMEC. Photos of the child and mother were immediately faxed to Oregon, providing positive identification.

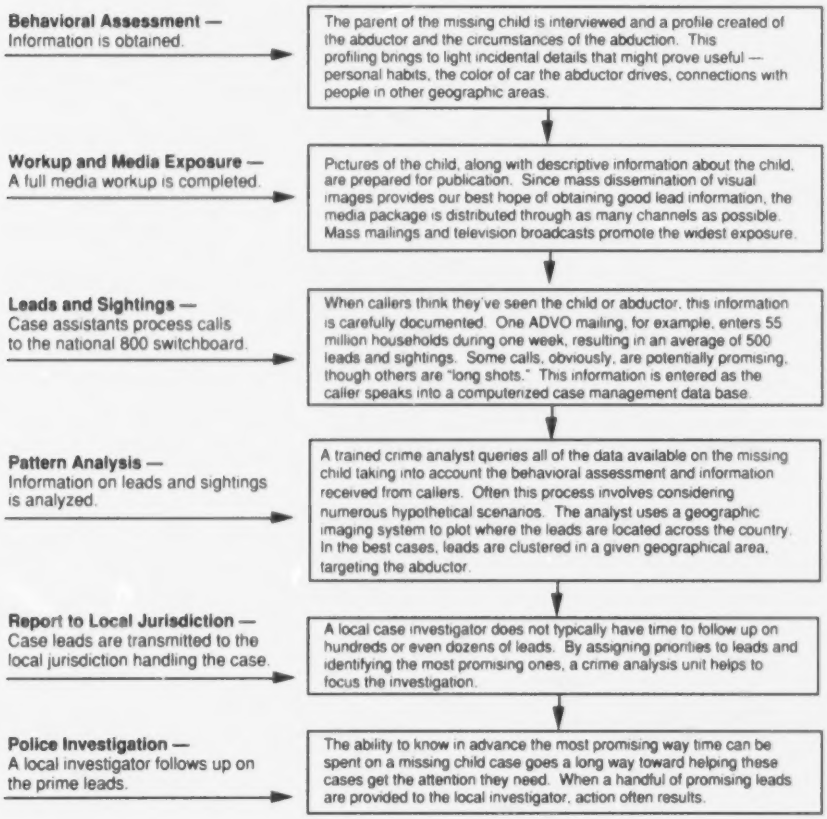
The abductor was charged with child abduction one half hour before she was to be released by the court, and Timothy was returned to his father after a 30-month absence. This case demonstrates the importance of good case management and the benefits of crime analysis in tracking suspects.

Figure 19

How Crime Analysis Helps Solve Crimes Against Children

The ability to collect and analyze information on crimes and criminals is critical in advancing case investigations. In the information age, an array of technologically advanced capabilities can be used. The small amount of resources invested in crime analysis can enhance all efforts the department makes to respond to crimes.

Methods used by organizations such as NCMEC provide a good example of the usefulness of crime analysis. NCMEC's Crime Analysis Unit, established in Fiscal Year 1991, represents a wise investment of resources yielding better information for case investigators of missing children's cases nationwide. By using the latest crime analysis techniques, the best leads can be responded to in the shortest time frame. Ingredients of the crime analysis process used by NCMEC include:


Behavioral Assessment — Information is obtained.
The parent of the missing child is interviewed and a profile created of the abductor and the circumstances of the abduction. This profiling brings to light incidental details that might prove useful — personal habits, the color of car the abductor drives, connections with people in other geographic areas.
Workup and Media Exposure — A full media workup is completed.
Pictures of the child, along with descriptive information about the child, are prepared for publication. Since mass dissemination of visual images provides our best hope of obtaining good lead information, the media package is distributed through as many channels as possible. Mass mailings and television broadcasts promote the widest exposure.
Leads and Sightings — Case assistants process calls to the national 800 switchboard.
When callers think they've seen the child or abductor, this information is carefully documented. One ADVO mailing, for example, enters 55 million households during one week, resulting in an average of 500 leads and sightings. Some calls, obviously, are potentially promising, though others are "long shots." This information is entered as the caller speaks into a computerized case management data base.
Pattern Analysis — Information on leads and sightings is analyzed.
A trained crime analyst queries all of the data available on the missing child taking into account the behavioral assessment and information received from callers. Often this process involves considering numerous hypothetical scenarios. The analyst uses a geographic imaging system to plot where the leads are located across the country. In the best cases, leads are clustered in a given geographical area, targeting the abductor.
Report to Local Jurisdiction — Case leads are transmitted to the local jurisdiction handling the case.
A local case investigator does not typically have time to follow up on hundreds or even dozens of leads. By assigning priorities to leads and identifying the most promising ones, a crime analysis unit helps to focus the investigation.
Police Investigation — A local investigator follows up on the prime leads.
The ability to know in advance the most promising way time can be spent on a missing child case goes a long way toward helping these cases get the attention they need. When a handful of promising leads are provided to the local investigator, action often results.

At some time in the future, artificial intelligence programs will be used to perform thousands of data queries in order to find a missing child or solve any other crime. The most important link in this process is a human one, however – if citizens do not provide leads and case investigators do not follow up on the leads, even good information analysis will not solve a crime. All Americans should realize that the lead and sighting information they may have, could – when processed systematically – help solve a crime and find a child.

◆ National, State, and Local Cooperation ◆

Efforts to help missing children at the national level have brought about alliances between OJJDP and numerous Federal Departments. Many agencies have been active with OJJDP, often through assisting the work of NCMEC. This assistance has varied from sponsoring orientations on the missing children programs of OJJDP, to assisting in cases, to displaying photos of missing children in Federal Department mailings.

OJJDP maintains regular contact with all Federal agencies with responsibilities for youth through the Coordinating Council on Juvenile Justice and Delinquency Prevention, and has worked to focus greater attention on the plight of missing children.

Notable among the many Federal efforts assisting missing children are initiatives by other Department of Justice agencies, the Department of Health and Human Services, and the State Department.

The Federal Bureau of Investigation (FBI) assists in investigations of abductions when abductors have crossed State lines. U.S. Attorneys must first authorize Federal Unlawful Flight to Avoid Prosecution (UFAP) warrants when it has been determined that felony charges have been issued. The FBI additionally operates the National Crime Information Center (NCIC) as a national computer system to assist local jurisdictions in case investigations. NCIC maintains data regarding wanted, missing, and unidentified persons. Online access to NCIC for the NCMEC is provided to expedite handling of missing children cases.

Within the Department of Health and Human Services, the Family and Youth Services Bureau (FYSB) provides crisis intervention services to runaway and homeless youth. The bureau supports over 300 shelters throughout the Nation. A national communications system, the National Runaway Switchboard, provides a national toll-free telephone number that links runaway and homeless youth with their families (1-800-631-4000). During Fiscal Year 1991, 1,513 calls were relayed to this number by NCMEC.

The U.S. State Department provides assistance in cases of inter-

> *We believe we are making a difference for families and children across America. Through advances in technology, dramatic improvements in case management and analysis, heightened visibility and awareness, and aggressive efforts to reach professionals and the public with positive, effective information, NCMEC has become a powerful national resource.*
>
> **Ernie Allen**
> **President, National Center for Missing and Exploited Children**

national abductions by providing information about foreign and domestic laws and procedures that might help secure a child's return. U.S. embassy or consulate staff are often called upon to provide information on the location, safety, and well-being of missing children.

Prosecutors need expert assistance to understand the best approaches to trying cases of parental abduction. The American Prosecutors Research Institute (APRI) has extensively studied the legal and social science issues presented by these cases and identified a number of legal experts in the field. Through an OJJDP grant, APRI will continue to disseminate legal analysis and guidelines for local prosecutors and law enforcement agencies concerning these cases. In addition, APRI will provide training to prosecutors and will produce a manual for investigation and prosecution of parental abduction cases.

A national training center now exists as a coordinated function of NCMEC. Professionals from all parts of the country, including law enforcement, State clearinghouse personnel, and nonprofit service providers can receive training at the center to sharpen their skills and learn to use the latest technology.

State Efforts

Efforts at the State level have advanced greatly in recent years. When the Missing Children's Assistance Act (Title IV of the JJDP Act) was passed in 1984, one State maintained a clearinghouse for information on missing children. Florida's missing children clearinghouse was established in 1982. Today, forty-three states maintain missing children clearinghouses or missing person clearinghouses that handle cases of missing children. The remaining States are considering establishing clearinghouses.

State efforts for missing children involve a variety of services, chief of which is the maintaining of data on specific cases. States share vital information among themselves and with Federal agencies, NCIC, and NCMEC. In Fiscal Year 1991, OJJDP began development of an electronic bulletin board to enhance cooperation and speed the exchange of case information. State clearinghouses often assist parents, distribute flyers, aid case investigations, provide training to law enforcement officers, promote awareness and prevention efforts, and help transport children.

Since 1986, OJJDP has provided training workshops and technical assistance through the **State Clearinghouse Technical Assistance Program**. A grant was awarded to continue this effort in Fiscal Year 1991 to develop more advanced information technology that will assist clearinghouses and provide training workshops for State personnel.

Local Efforts

Local police are often, appropriately, the first point of contact in a missing child case. Ideally, a police officer should be dispatched immediately to the scene to begin the crucial initial investigation. In order to ensure that local jurisdictions obtain the needed expertise in these matters, OJJDP sponsors training for local police. Most training is done on site in many jurisdictions around the country. By offering on-site training, OJJDP reaches a large contingent of local police. Trainers provide many hours of technical assistance to police investigators on specific cases. A new advanced investigative techniques training program for missing and exploited children cases was developed in 1991.

Nonprofit missing children organizations (NPOs) provide another source of support for missing children cases. NPOs help families of missing children distribute posters and provide counseling and other services. The most effective NPOs are those that have developed good working relationships with local law enforcement agencies. OJJDP seeks to enhance the effectiveness of NPOs that have established themselves as credible youth-serving organizations and has moved toward providing expanded training and technical assistance during Fiscal Year 1991. While OJJDP cannot vouch for the legitimacy of all such organizations, the agency does maintain a listing of active NPOs that meet certain criteria and are known to the NCMEC and OJJDP.

Citizens may become involved at any time in the case of a missing child and should develop an awareness of the complex interactions that often lead to recovery. Components of the process include media exposure, sharing reports of sightings, phone contacts, searches of records and crime files, collaboration between agencies during investigations. As technology has advanced, opportunities to solve these cases have advanced significantly. Though much progress has been made in our efforts to recover lost children, much more needs to be done. It will take the combined action of concerned citizens and coordinated efforts of law enforcement agencies to further reduce this difficult problem.

A Model for Cooperation

The early proponents of the missing children movement pushed for the development of a coordinated national network of groups and agencies dedicated to responding to the problems of missing, exploited and abused children. This design is reflected in Sec. 405(a)(5)(B) of OJJDP's Title IV legislation requiring the agency to report on "effective models of cooperation" for assist-

ing missing children. Leadership at the national level has pressed ahead for unified action so that when a child is missing, the response is quick and efficient.

Resources at all levels — Federal, State, and local — and from both public agencies and private groups have been devoted to the issue. By far the most effective response to the crisis of a child abduction comes when communities are fully equipped at the local level to provide justice for children. OJJDP assists local jurisdictions by implementing the **Missing and Exploited Children Comprehensive Action Program (M/CAP)** at selected sites. This program design, in concert with other existing programs at the State and Federal level, comes closest to illustrating an effective model of response to the problem.

Like the initiatives described in Chapter 1, M/CAP provides a method for the various youth-serving agencies in a local community to join together and collaborate to form a more effective juvenile justice system. When a child is missing, typically, parents find themselves seeking help from a number of disconnected sources. The problem continues even after a child is recovered. M/CAP provides a unified approach to case management and assists communities as they develop systematic policies and procedures for improving the attention given to children's needs.

M/CAP has been implemented in Hillsborough County, Florida, and Decatur, Illinois. The process begins with a community self-assessment to determine the needs of the local juvenile justice system. A community profile is developed from responses to the assessment survey, and each community is provided a suggested community work plan. A community plan is designed to eliminate obstacles and improve youth services. The M/CAP process requires the collected, coordinated efforts of leaders from several community agencies, including law enforcement agencies, courts, prosecutors, social services, child protective services, schools, the medical community, and certain non-profit organizations.

As M/CAP is implemented with the help of experienced consultants provided by the OJJDP grantee, the local system develops the capability of responding to the unfortunate event of a child abduction. Furthermore, the community develops an effective preventive approach to protect children from abuse and exploitation. OJJDP seeks to encourage the use of this model program in more jurisdictions across the Nation.

Working together in conjunction with State clearinghouses, NCMEC, and other Federal programs, M/CAP provides a foundation for effective efforts to protect children and resolve cases.

◆ Comprehensive Plan for Fiscal Year 1992 ◆

To build on the successes of the past and carry efforts forward, OJJDP has established a comprehensive plan for its Missing Children's Program for Fiscal Year 1992. Through the JJDP Act, Congress mandated that the agency provide leadership in coordinating efforts nationwide to help missing children [Section 404(a)(5)(A)]. In response, OJJDP has established the following five goals for the Missing Children's Program for Fiscal Year 1992:

- Disseminate educational, training, and research information in a more timely fashion in order to promote better informed policies and practices;
- Expand training and technical assistance in existing programs and provide the same to a wider range of professionals, including court, probation, social services, and victim services personnel;
- Fund applied research and demonstration programs for each of the different types of missing children as defined by NISMART;
- Evaluate recovery programs such as those operated by nonprofit organizations and state missing children clearinghouses;
- Continue to identify and develop centralized expertise in cases of missing and exploited children so that more children can be recovered.

OJJDP will approach these goals through a program that includes cooperation with other Federal agencies, training enhancement projects, meetings, new studies, and attaining advances in the use of new technology. In addition, operation of the national clearinghouse and resource center, expansion of the M/CAP program, and assistance to State clearinghouses and local nonprofit service providers will continue.

OJJDP will further endeavor to provide technical assistance to State legislators, judges, and other policymakers to promote action to remove legal obstacles and improve interstate and interjurisdictional cooperation in parental abduction cases.

Through implementation of this comprehensive plan, OJJDP will ensure the continued progress of efforts on behalf of missing children both nationwide and internationally.

PART VI

APPENDIX

APPENDIX

OJJDP-FUNDED PROJECTS FISCAL YEAR 1991

To help improve the juvenile justice system nationwide, OJJDP funds projects through discretionary awards including grants, cooperative agreements, interagency agreements, and contracts. Eighty-two discretionary awards were made during Fiscal Year 1991. These awards brought the total of active OJJDP grants, contracts, cooperative agreements, and interagency agreements to 131. The following table provides a brief description of each project and further serves as an index for the entire Annual Report. Page numbers are provided to enable the reader to find references to each project in the text of the report.

To comply with the reporting requirement of the JJDP Act, the following table also notes OJJDP's determination of the suitability of each project for replication. OJJDP is committed to sponsoring projects that local jurisdictions can implement to improve the juvenile justice system. For the purposes of this report, those programs deemed suitable for replication are programs that include actual demonstration projects, advance model program designs, or contain replicable program components.

Project/Synopsis	Monitor/Division Grant Number	Grantee	Page
A STRATEGIC PLANNING APPROACH OF PARENTAL ABDUCTION CASES This project provides training and technical assistance to local prosecutors of parental abduction cases.	Douglas Dodge Special Emphasis 88-MC-CX-0011	American Prosecutors Research Institute 1033 N. Fairfax Street Suite 200 Alexandria, VA 22314	159
ACCESS TO THE NATIONAL LAW ENFORCEMENT TELECOMMUNICATION SYSTEM AND NCIC DATA BASES This grant provides the National Center for Missing and Exploited Children with online access to the National Crime Information Center's data base of missing person files.	Robert Heck Special Emphasis 91-MC-CX-A007	U.S. Department of Justice 425 I Street NW. CAB 129 Washington, DC 20530	159
AGREEMENT BETWEEN OJJDP AND THE BUREAU OF INDIAN AFFAIRS This grant funds conferences for Native American Youth.	Roberta Dorn State Relations and Assistance 90-JC-CX-A015	Bureau of Indian Affairs 1951 Constitution Avenue NW. Washington, DC 20245	138
ALTERNATIVE SCHOOL PROGRAM Alternative schools are implemented through this grant, providing social services, employment training, and practical work experience. Replicable.	Sharie Cantelon Special Emphasis 88-JS-CX-K003	Cities in Schools, Inc. 401 Wythe Street Suite 200 Alexandria, VA 22314	49
AMERICAN INDIAN AND ALASKAN NATIVE YOUTH: STUDY OF TRIBAL JUSTICE SYSTEMS This project studies the juvenile justice systems in American Indian and Alaskan Native communities, as mandated by the JJDP Act Amendments of 1988.	Brunetta Centner Research and Program Development 90-JN-CX-K002	American Indian Law Center, Inc. P.O. Box 4456, Station A Albuquerque, NM 87196	136 138

Project/Synopsis	Monitor/Division Grant Number	Grantee	Page
ANALYSIS OF JUVENILE JUSTICE TRAINING NEEDS CURRICULUM DEVELOPMENT This project identifies training needs of juvenile corrections and detention professionals and develops, field tests, and implements training programs to meet those needs.	Frank Porpotage Training, Dissemination, and Technical Assistance 91-JN-CX-A012	National Institute of Corrections 320 First Street NW. Washington, DC 20534	61 86- 87
ANALYSIS OF RESEARCH ON ROLES OF JUVENILES AND ADULTS IN FAMILIES This project assesses research literature from studies on family strengths and prevention of criminal activity.	Donni LeBoeuf Research and Program Development 91-MU-CX-C006	State University of New York at Binghamton Binghamton, NY 13901	133
ANNUAL NATIONAL COALITION OF STATE JUVENILE JUSTICE ADVISORY GROUPS TRAINING AND TECHNICAL ASSISTANCE CONFERENCE This grant assists the National Coalition of State Juvenile Justice Advisory Groups in providing training and technical assistance to the advisory groups.	Roberta Dorn State Relations and Assistance 90-JN-CX-K001	National Coalition of State Juvenile Justice Advisory Groups 1211 Connecticut Avenue NW. Suite 414 Washington, DC 20036	98
AUTOMATED JUVENILE PROBATION CASE MANAGEMENT SYSTEM This program will implement and evaluate an automated juvenile probation case management system to more efficiently track cases and assure that case plans are followed.	Elen Grigg Research and Program Development 91-JN-CX-0008	Lane County Department of Youth Services 2411 Centennial Boulevard Eugene, OR 97401	83
BOOT CAMPS FOR JUVENILE OFFENDERS The purpose of this initiative is to develop, test and evaluate three juvenile boot camp programs.	Frank Smith Special Emphasis 91-MU-CX-K002	Boys and Girls Club of Greater Mobile P.O. Box 6724 Mobile, AL 36660	84

Project/Synopsis	Monitor/Division Grant Number	Grantee	Page
BOOT CAMPS FOR JUVENILE OFFENDERS (CONTINUED)	91-MU-CX-K003	Colorado Division of Youth Services 4255 South Knox Court Denver, CO 80236	
	91-MU-CX-K004	Cuyahoga County Court 2163 East 22nd Street Cleveland, OH 44115	
BRIDGE HOME SERVICES This grant offers comprehensive services and safe shelter to children in need.	Eugene Rhoden Special Emphasis 91-JS-CX-0004	Miami Bridge, Inc. 1149 N.W. 11th Street Miami, FL 33133	63
CASE HISTORY DEVELOPMENT PROGRAM ON CONVICTED CHILD ABDUCTORS/RAPISTS Through this grant, FBI agents prepare case histories of 40 convicted serial child abductors to educate professionals who serve youth regarding child abductions.	Robert Heck Special Emphasis 88-JN-CX-A009	FBI Academy Quantico, VA 22135	149
CHILD ABUSE TECHNICAL ASSISTANCE AND TRAINING This project extends training, technical assistance, and clearinghouse support to local prosecutors to improve their handling of child physical and sexual abuse cases.	Peter Freivalds Training, Dissemination, and Technical Assistance 86-JN-CX-K001	American Prosecutors Research Institute 1033 N. Fairfax Street Suite 200 Alexandria, VA 22314	72
CHILD VICTIM AS WITNESS RESEARCH AND DEVELOPMENT PROGRAM This study provides recommendations to help local legal systems develop techniques to improve the way child witnesses are treated. Replicable.	Eric Peterson Research and Program Development 87-MC-CX-0026	Education Development Center, Inc. 55 Chapel Street Newton, MA 02160	150

Project/Synopsis	Monitor/Division Grant Number	Grantee	Page
CHILDREN IN CUSTODY CENSUS OJJDP's interagency agreement with the U.S. Bureau of the Census funds a biennial census of public and private juvenile detention, correctional, and shelter care facilities.	Barbara Allen-Hagen Research and Program Development 89-JN-CX-A020 90-JN-CX-A004 91-JN-CX-A003	Bureau of Census Washington, DC 20233	142-143
COMMUNITY DRUG ABUSE PREVENTION TECHNICAL ASSISTANCE VOUCHER PROJECT Through this program, neighborhood organizations may receive technical assistance vouchers to conduct antidrug programs for high-risk youth and serious juvenile offenders.	Frank Smith Special Emphasis 91-JS-CX-0001	National Center for Neighborhood Enterprise 1367 Connecticut Avenue NW. Washington, DC 20036	26
COURT APPOINTED SPECIAL ADVOCATES FOR ABUSED AND NEGLECTED CHILDREN The grantee assists in developing and expanding court-appointed special advocate programs, providing continuing training and technical assistance. Replicable.	Lois Brown Training, Dissemination, and Technical Assistance 90-JS-CX-K002	National Court Appointed Special Advocate Association 2722 Eastlake Avenue E. Suite 220 Seattle, WA 98102	76-77
DSO II: ASSESSING EFFECTS OF DEINSTITUTIONALIZATION OF STATUS OFFENDERS This study examines the effects of deinstitutionalization of status offenders (DSO) and assesses programs and services provided to status offenders nationwide.	Jeff Slowikowski Research and Program Development 87-JN-CX-0001	USC Social Science Research Institute 1014 Childs Way Los Angeles, CA 90089	140
DELINQUENCY AND THE SCHOOL SOCIAL BOND This study explores student ties to the school and the relationship school experiences have to delinquency.	Elen Grigg Research and Program Development 91-JN-CX-0003	University of Delaware 77 - 79 E. Delaware Avenue Newark, DE 19716	48

Project/Synopsis	Monitor/Division Grant Number	Grantee	Page
DEVELOPMENT OF A JUVENILE JUSTICE PROGRAM FOR INDIAN CHILDREN This project addresses the needs of Indian children by developing a juvenile justice program that coordinates existing tribal resources.	Eugene Rhoden Special Emphasis 91-JS-CX-0007	Grand Traverse Band of Ottawa/Chippewa Indians Route 1, Box 135 Suttons Bay, MI 49682	138
EFFECTIVE PARENTING STRATEGIES FOR FAMILIES OF HIGH RISK YOUTH The program's goal is to reduce delinquency and drug abuse among youth by providing community agencies the know-how to implement family-strengthening programs.	Travis Cain Special Emphasis 87-JS-CX-K495	University of Utah 302 Park Building Salt Lake City, UT 84112	131
EFFECTIVE STRATEGIES IN THE EXTENSION SERVICE NETWORK, PHASE I This training program helps 20 communities in 5 States implement drug and alcohol abuse prevention programs for youth. Replicable.	Sharie Cantelon Special Emphasis 90-JS-CX-K004	National 4H Council 7100 Connecticut Avenue Chevy Chase, MD 20815	30
EVALUATION OF CITIES IN SCHOOLS PROGRAM This project evaluates the Cities in Schools Program and provides government policymakers with useful information to help identify where improvements are needed.	Eric Peterson Research and Program Development 91-JN-CX-K001	Urban Institute 2100 M Street NW. Washington, DC 20037	140
EVALUATION OF OJJDP'S IMPLEMENTATION OF STATUTORY MANDATES This project studies OJJDP's implementation of its formula grant mandates and makes recommendations for improving the program.	Eric Peterson Research and Program Development 90-JN-CX-A033	Administrative Conference of the United States 2120 L Street NW. Suite 500 Washington, DC 20037	140

Project/Synopsis	Monitor/Division Grant Number	Grantee	Page
EVALUATION OF THE JUVENILE FIRESETTER/ARSON PROGRAM This program assists four to six jurisdictions in testing the Juvenile Firesetter/Arson Control Program model.	Marilyn Landon Research and Program Development 91-JN-CX-K002	American Institutes for Research 3333 K Street NW. Washington, DC 20007	140
EVALUATION/ENHANCEMENT OF JUVENILE DISPOSITIONAL GUIDELINES This project evaluates a juvenile dispositional guidelines system and implements a victim/offender mediation program.	Elen Grigg Research and Program Development 91-JN-CX-0007	Delaware Council on Crime and Justice, Inc. 510 Shipley Street Suite 3A Wilmington, DE 19801	72
EXPANDING THE APPLICATIONS OF DRUG USE FORECASTING DATA This project clarifies the relationship between juvenile Drug Use Forecasting (DUF) drug test results and community indicators of drug-related problems among adolescents.	Donni LeBoeuf Research and Program Development 91-JN-CX-0006	Urban Institute 2100 M Street NW. Washington, DC 20037	29
EXPLORING CAREERS IN LAW ENFORCEMENT AND CRIMINAL JUSTICE The goal of this program is to interest youth in careers in law enforcement or the National Park Service. Replicable.	Peter Frievalds Training, Dissemination, and Technical Assistance 90-JS-CX-0002 91-JS-CX-A023	 Boy Scouts of America 1325 Walnut Hill Lane P.O. Box 152079 Dallas, TX 75015 National Park Service 18th and C Streets NW. Washington, DC 20240	25 27 131- 132
FAMILIES OF MISSING CHILDREN: PSYCHOLOGICAL CONSEQUENCES This project studies the kinds of services families of missing children receive. Replicable.	Eric Peterson Research and Program Development 87-MC-CX-0027	University of California San Francisco Campus Center for the Study of Trauma 655 Redwood Highway #251 Mill Valley, CA 94941-3411	151

Project/Synopsis	Monitor/Division Grant Number	Grantee	Page
FIREARMS, VIOLENCE AND AMERICAN YOUTH Researchers in this project study how and why youth acquire and use firearms.	Donni LeBoeuf Resource and Program Development 90-JN-CX-0002	Tulane University 6823 St. Charles Avenue New Orleans, LA 70118	20
GANG COMMUNITY RECLAMATION PROJECT Project staff provide training to agencies and coordinate community resources to prevent and suppress gang activities in four target communities in Los Angeles County. Replicable.	Len Johnson Special Emphasis 88-JS-CX-K005	Los Angeles County Probation Department 9150 E. Imperial Highway Downey, CA 90242	33
GANG INVOLVED AND GANG AFFECTED WOMEN AND THEIR BABIES This program develops a focused service strategy for high-risk females involved in gang activity.	Len Johnson Special Emphasis 91-JD-CX-K001	Multnomah County Juvenile Justice Division 1401 N.E. 68th Avenue Portland, OR 97213	37
GANG AND DRUG TRAINING AND TECHNICAL ASSISTANCE This training program enhances cooperation among all agencies within the local community to promote effective interagency responses to gang and drug activity.	Ron Laney Training, Dissemination, and Technical Assistance 91-JD-CX-A020	Office of State and Local Training Federal Law Enforcement Training Center Glynco, GA 31524	32 56-57
GANG/DRUG INTERVENTION COUNSELING COMPONENT This afterschool program provides positive alternatives to decrease gang violence, drug use and abuse, and dropout rates among Texas youth.	Frank Smith Special Emphasis 91-JD-CX-0002	Nuestro Centro 937 W. 12th Street Dallas, TX 75208	36-37
HIGH RISK COMMUNITY SUPPORT MODEL FOR LATINOS AND OTHER MINORITIES This initiative develops and implements a high-risk youth community support model program.	Eugene Rhoden Special Emphasis 91-JD-CX-0001	Latin American Youth Center 3045 15th Street NW. Washington, DC 20009	136

Project/Synopsis	Monitor/Division Grant Number	Grantee	Page
HORIZONS PLUS This program provides an educational program emphasizing basic values to juveniles between the ages of 13 and 17 who reside in group or detention homes. Replicable.	Eugene Rhoden Special Emphasis 91-JS-CX-0010	Window to the World, Inc. P.O. Box 308 Schroon Lake, NY 12870	53
IMPROVING LITERACY SKILLS OF INSTITUTIONALIZED JUVENILE DELINQUENTS This program offers inservice training and technical assistance to teachers of reading and English who instruct juvenile offenders in correctional institutions. Replicable.	Frank Porpotage Training, Dissemination, and Technical Assistance 91-JS-CX-0002	Nellie Thomas Institute of Learning 321 Alvarado Street Suite H Monterey, CA 93940	44 46
	91-JS-CX-0003	Mississippi University for Women Division of Education P.O. Box 2280W Columbus, MS 39701	
IMPROVING READING INSTRUCTION FOR JUVENILE OFFENDERS This initiative researches ways to improve reading instruction in juvenile corrections and detention sites.	Frank Porpotage Special Emphasis 91-JN-CX-0004	Michael Stuart Brunner 2250 Lexington Street Arlington, VA 22205	44- 45
INCARCERATION OF MINORITIES PROGRAM This project identifies overrepresentation of minorities in the juvenile justice system and develops guidelines to ensure equitable treatment. Replicable.	Deborah Wysinger State Relations and Assistance 91-JS-CX-K001	Iowa Department of Human Rights Lucas State Office Building Des Moines, IA 50319	96- 97 135

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INCARCERATION OF MINORITIES PROGRAM (CONTINUED)	91-JS-CX-K004	Arizona Governor's Office for Children 1700 W. Washington Suite 404 Phoenix, AZ 85007	
	91-JS-CX-K006	North Carolina Department of Human Resources 101 Blair Drive Raleigh, NC 27603	
	91-JS-CX-K010	Oregon Community Child and Youth Service Council 530 Center Street N.E. Suite 300 Salem, OR 97310	
	91-JS-CX-K011	Florida Department of Health and Rehabilitation 2811 - C Industrial Plaza Drive Tallahassee, FL 32301	
	91-JT-CX-K001	Portland State University P.O. Box 751 Portland, OR 97207	
INTENSIVE COMMUNITY-BASED AFTERCARE PROGRAM This program studies the aftercare component of corrections leading to the development of model aftercare programs. Replicable.	Frank Smith Special Emphasis 87-JS-CX-K094	Johns Hopkins University Institute for Policy Studies Charles and 34th Streets Suite 317 Baltimore, MD 21218	85
INTERAGENCY AGREEMENT BETWEEN THE DEPARTMENT OF EDUCATION AND OJJDP This project develops a training program for drug counselors in state vocational rehabilitation agencies.	Peter Frievalds Training, Dissemination, and Technical Assistance 90-JC-CX-A024	U.S. Department of Education 400 Maryland Avenue SW. Washington, DC 20202	29

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JUVENILE CORRECTIONS/INDUSTRIES VENTURE PROGRAM Project staff provide training to six to eight correctional agencies to involve juvenile offenders in vocational education made possible through joint ventures with private businesses. Replicable.	Frank Smith Special Emphasis 87-JS-CX-K098	National Office of Social Responsibility 222 S. Washington Street Alexandria, VA 22314	88
JUVENILE AND FAMILY COURT JUDGES TRAINING PROJECT Project staff coordinate and provide training to juvenile and family court judges, court staff, and other juvenile justice professionals to enhance the system's response to juvenile offenders.	Frank Porpotage Training, Dissemination, and Technical Assistance 87-MU-CX-0001	National Council of Juvenile and Family Court Judges P. O. Box 8970 Reno, NV 89507	68-69
JUVENILE JUSTICE CLEARINGHOUSE The Juvenile Justice Clearinghouse supports the information, dissemination, and publication needs of OJJDP and its grantees.	Catherine Doyle Information Dissemination Unit 90-MU-CX-C005	Aspen Systems Corporation 1600 Research Boulevard Rockville, MD 20850	143
JUVENILE JUSTICE DATA RESOURCES This grant provides for the processing of OJJDP data sets for general use and provides access to mainframe computers for data analysis.	Joe Moone Research and Program Development 91-JN-CX-A014	University of Michigan P.O. Box 1248 Ann Arbor, MI 48106	143
JUVENILE JUSTICE PROSECUTION PROJECT The goal of this project is to train prosecutors in the unique aspects of handling juvenile cases.	Peter Frievalds Training, Dissemination, and Technical Assistance 85-JN-CX-0007	National District Attorneys Association 1033 N. Fairfax Street Suite 20 Alexandria, VA 22314	73
JUVENILE JUSTICE STATISTICS AND SYSTEMS DEVELOPMENT PROGRAM This project develops a national juvenile justice statistics program and improves management information systems and decisionmaking in the juvenile justice system.	Barbara Allen-Hagen Research and Program Development 90-JN-CX-K003	National Council of Juvenile and Family Court Judges P.O. Box 8970 Reno, NV 89507	142

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JUVENILE JUSTICE TECHNICAL ASSISTANCE AND LAW ENFORCEMENT PERSONNEL TRAINING Six training programs are offered through this grant to assist law enforcement officials in the most effective methods of handling cases involving juveniles.	Ron Laney Training, Dissemination, and Technical Assistance 91-MU-CX-A021	Office of State and Local Training Federal Law Enforcement Training Center Glynco, GA 31524	56-57
JUVENILE JUSTICE TRAINING PROGRAM This training consists of workshops to help court administrators, judges, and other court workers improve the management of juvenile and family courts.	Frank Porpotage Training, Dissemination, and Technical Assistance 85-JN-CX-0008	National Center for State Courts 300 Newport Avenue Williamsburg, VA 23187	69
JUVENILE RISK ASSESSMENT SYSTEM This project will develop and apply a state-of-the-art risk assessment technology at the Northeast Juvenile Justice Center.	Eugene Rhoden Special Emphasis 91-JS-CX-0008	Los Angeles County Probation Department 9150 E. Imperial Highway Downey, CA 90242	83
LAW-RELATED EDUCATION This program, involving five grantees, teaches young people an understanding and respect for the law to curb the development of delinquent behavior. Replicable.	Frank Porpotage Training, Dissemination, and Technical Assistance		42 44
	85-JS-CX-0003	American Bar Association 750 North Lake Shore Drive Chicago, IL 60611	
	85-JS-CX-0004	Consortium of Universities/ National State Law Institutions 711 G Street SE. Washington, DC 20003	
	85-JS-CX-0007	Constitutional Rights Foundation of California 601 South Kingsley Drive Los Angeles, CA 90005	

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LAW-RELATED EDUCATION (CONTINUED)	85-JS-CX-0009	Center for Civic Education 5146 Douglas Fir Road Calabasas, CA 91302	
	85-JS-CX-0012	Phi Alpha Delta Public Service Center 7315 Wisconsin Avenue Suite 325 Bethesda, MD 20814	
MINORITIES IN THE JUVENILE JUSTICE SYSTEM This project identifies overrepresentation of minorities in the juvenile justice system and develops guidelines to ensure equitable treatment.	Donni LeBoeuf Research and Program Development 87-JN-CX-0014	University of Wisconsin 750 University Avenue Madison, WI 53706	131
MISSING AND EXPLOITED CHILDREN COMPREHENSIVE ACTION PLAN (M/CAP) This program helps communities adopt multiagency, community-based procedures to prevent and respond to incidents of missing children. Replicable.	Robert Heck Special Emphasis 88-MC-CX-K001	Public Administration Service 8301 Greensboro Drive Suite 420 McLean, VA 22102	156- 157 162
NATIONAL ANTI-DRUG ABUSE CAMPAIGN: A CHARGE TO KEEP WE HAVE This grant provides training and technical assistance to communities through education and community mobilization in order to reduce drug involvement of youth. Replicable.	Frank Smith Special Emphasis 90-MU-CX-K002	Congress of National Black Churches 1225 Eye Street NW. Suite 750 Washington, DC 20005	25 27

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NATIONAL CENTER FOR MISSING AND EXPLOITED CHILDREN (NCMEC) The National Center for Missing and Exploited Children provides a resource center, clearinghouse, and 24-hour toll free telephone line to assist efforts to locate missing children nationwide.	Robert Heck Special Emphasis 89-MC-CX-K001	National Center for Missing and Exploited Children 2101 Wilson Boulevard Suite 550 Arlington, VA 22201	151-157
NATIONAL CONFERENCE ON YOUTH GANGS AND VIOLENT JUVENILE CRIME This grant funds a conference to explore the relationship between youth gangs and violent juvenile crime.	Patrick Meacham 91-MU-CX-0002	National Criminal Justice Association 444 North Capitol Street NW. Washington, DC 20001	32
NATIONAL GANG SUPPRESSION AND INTERVENTION PROGRAM This project surveys gang activity nationwide and develops program designs for effective community responses to the problem of youth gangs. Replicable.	Len Johnson Special Emphasis 90-JD-CX-K001	University of Chicago 5801 S. Ellis Avenue Chicago, IL 60637	35-36
NATIONAL JUVENILE COURT DATA ARCHIVE The grantee collects, processes, and archives data from juvenile and family courts nationwide to support research and policy development.	Joe Moone Research and Program Development 85-JN-CX-0012	National Council of Juvenile and Family Court Judges P. O. Box 8970 Reno, NV 89507	142-143
NATIONAL JUVENILE FIRESETTER/ARSON CONTROL AND PREVENTION PROGRAM These grants provide funding for implementation of a model juvenile arson control program at 3 sites. Replicable.	Travis Cain Special Emphasis 87-JS-CX-K104	Institute for Social Analysis 210 N. Union Street Suite 360 Alexandria, VA 22314	140

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NATIONAL JUVENILE FIRESETTER/ARSON CONTROL AND PREVENTION PROGRAM (CONTINUED)	91-JS-CX-K007	West Valley City Corporation 3600 Constitution Boulevard Salt Lake City, UT 84119	
	91-JS-CX-K008	Lifesafety Education Center, Inc. 10795 South Pine Drive Parker, CO 80134	
	91-JS-CX-K009	Association of Central Oklahoma Governments 6000 N. Harvey Place Suite 200 Oklahoma City, OK 73116	
NATIONAL SCHOOL SAFETY CENTER The grantee seeks to promote safe and effective schools by providing a national clearinghouse, resource center, and training and technical assistance.	Lois Brown Training, Dissemination, and Technical Assistance 85-MU-CX-0003	Pepperdine University 24255 Pacific Coast Highway Malibu, CA 90265	40 42
NATIONAL STUDIES OF THE INCIDENCE OF MISSING CHILDREN (NISMART) Through this study researchers have sought to determine national estimates of the different types of missing children.	Barbara Allen-Hagen Research and Program Development 87-MC-CX-K069	University of New Hampshire 111 Service Building Durham, NH 03824	148- 149
OBSTACLES TO RECOVERY AND RETURN OF PARENTALLY ABDUCTED CHILDREN The grantee examines obstacles to the recovery and return of parentally abducted children and makes recommendations for eliminating these obstacles.	Eric Peterson Research and Program Development 90-MC-CX-K001	American Bar Association 750 North Lake Shore Drive Chicago, IL 60611	150
PARTNERSHIP PLAN, PHASE IV This program provides training and technical assistance to help educators deliver a variety of services to at-risk youths in alternative schools. Replicable.	Sharie Cantelon Special Emphasis 87-JS-CX-0002 90-JS-CX-0003	Cities in Schools, Inc. 401 Wythe Street Suite 200 Alexandria, VA 22314	49

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PERMANENT FAMILIES FOR ABUSED AND NEGLECTED CHILDREN This program seeks to reunite abused and neglected children with their families and ensure permanent adoptive homes when reunification with their natural families is impossible. Replicable.	Lois Brown Training, Dissemination, and Technical Assistance 85-JS-CX-K027	National Council of Juvenile and Family Court Judges P. O. Box 8970 Reno, NV 89507	77-78
PHYSICAL AND SEXUAL VICTIMIZATION OF CHILDREN BY NON-FAMILY PERSONS This project develops national estimates of the scope and nature of physical and sexual victimization of children by persons unrelated to them.	Elen Grigg Research and Program Development 91-JN-CX-0005	University of New Hampshire 111 Service Building Durham, NH 03824	149-150
POLICIES AND PRACTICES REGARDING MISSING CHILDREN AND HOMELESS YOUTH This grant funds an assessment of current practices of local law enforcement's handling cases of missing children and homeless youth.	Barbara Allen-Hagen Research and Program Development 86-MC-CX-K036	Research Triangle Institute 3040 Cornwallis Road P. O. Box 121 Durham, NC 27709	151
POST ADJUDICATION NON-RESIDENTIAL INTENSIVE SUPERVISION PROGRAM This project studies promising and effective intensive supervision programs and disseminates information about model programs. Replicable.	Frank Smith Research & Program Development 87-JS-CX-K101	National Council on Crime and Delinquency 685 Market Street Suite 620 San Francisco, CA 94105	81
PREVENTION AND INTERVENTION FOR ILLEGAL DRUGS AND AIDS AMONG HIGH RISK YOUTH This project identifies promising programs available for reducing the risk of drug use and HIV infection among homeless, runaway, and exploited youth.	Eugene Rhoden Research and Program Development 89-JS-CX-K002	Education Development Center, Inc. 55 Chapel Street Newton, MA 02160	29

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PRIVATE SECTOR OPTIONS FOR JUVENILE CORRECTIONS This program seeks to improve juvenile corrections by developing alternative methods of service delivery by private providers. Replicable.	Frank Smith Special Emphasis 90-JS-CX-K003	American Correctional Association 8025 Laurel Lakes Court Laurel, MD 20707	88
PROGRAM OF RESEARCH ON THE CAUSES AND CORRELATES OF DELINQUENCY The causes and correlates study consists of three collaborative longitudinal projects of research on the root causes and correlates of delinquency.	Donni LeBoeuf Research and Program Development 86-JN-CX-0006	University of Colorado Department of Sociology Campus Box B19 Boulder, CO 80309	131-132
	86-JN-CX-0007	New York Research Foundation State University P.O. Box 9 Albany, NY 12201	
	86-JN-CX-0009	University of Pittsburgh 3017 Cathedral of Learning Pittsburgh, PA 15260	
PROSECUTOR TRAINING IN JUVENILE JUSTICE This project provides training to help local prosecutors become more knowledgeable about the special aspects of juvenile cases.	Peter Frievalds Training, Dissemination, and Technical Assistance 86-JS-CX-0009 89-JN-CX-0002	National College of District Attorneys University of Houston Houston, TX 77004	72
PROVIDE OJJDP WITH TECHNICAL ASSISTANCE TO EVALUATE, ASSESS EFFICACY, COST EFFECTIVENESS, AND IMPACT OF OJJDP PROGRAMS This project evaluates and assesses the efficiency, cost-effectiveness, and impact of OJJDP-implemented grants, interagency agreements, and contracts.	Eric Peterson Research and Program Development 91-JN-CX-C011	Caliber Associates 3998 Fair Ridge Drive Suite 360 Fairfax, VA 22033	140

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PROYECTO ESPERANZA: PROJECT HOPE FAMILY STRENGTHENING SUPPORT NETWORK The grantee expands from four to eight the number of sites using a model family-strengthening program for Hispanic communities.	Travis Cain Special Emphasis 85-JS-CX-0021	National Coalition on Hispanic Mental Health 1030 15th Street NW. Suite 1053 Washington, DC 20005	136
REACHING AT-RISK YOUTH IN PUBLIC HOUSING Project staff will add six sites to the current set of sites where clubs operate in public housing developments. Replicable.	Len Johnson Special Emphasis 90-JD-CX-K003	Boys and Girls Clubs of America 771 First Avenue New York, NY 10017	25 31
RESEARCH PROGRAM ON JUVENILES TAKEN INTO CUSTODY This project analyzes the numbers and characteristics of juveniles taken into custody, as mandated by Congress in the JJDP Act Amendments of 1988.	Barbara Allen-Hagen Research and Program Development 89-JN-CX-A020 91-JN-CX-A024 89-JN-CX-K003	 Bureau of Census Washington, DC 20233 National Council on Crime and Delinquency 685 Market Street Suite 620 San Francisco, CA 94105	142-143
RESTITUTION EDUCATION SPECIALIZED TRAINING AND TECHNICAL ASSISTANCE (RESTTA) This project promotes the effective use of restitution as an alternative sanction for juvenile offenders. Replicable.	Peter Frievalds Training, Dissemination, and Technical Assistance 88-JS-CX-K001	Pacific Institute for Research Evaluation 7315 Wisconsin Avenue NW. Suite 900 E Bethesda, MD 20814	73-75

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REUNIFICATION OF MISSING CHILDREN Effective strategies for helping families adjust to the return of a missing child are developed by this project. Replicable.	Eric Peterson Research and Program Development 88-MC-CX-K002	University of California San Francisco Campus Center for the Study of Trauma 655 Redwood Highway #251 Mill Valley, CA 94941-3411	150
REVIEW OF FAMILY AND COMMUNITY VARIABLES IN ADULT AND JUVENILE CRIMINAL JUSTICE LITERATURE This study assesses research on the family as it relates to the policies and practices of the criminal justice system.	Donni LeBoeuf Research and Program Development 91-MU-CX-C010	Northwestern University 633 Clark Street Suite G547 Evanston, IL 60208	133
SATELLITE PREP-SCHOOL PROGRAM This program establishes a prep school for grades K-4 to prevent delinquency and help youth develop educational skills. Replicable.	Travis Cain Special Emphasis 91-JD-CX-K002 81-JD-CX-K003	Chicago Housing Authority 22 West Madison Street Chicago, IL 60602 Westside Preparatory School 4146 West Chicago Avenue Chicago, IL 60651	44 50
SCHOOLS AND JOBS ARE WINNERS This project provides at-risk youth with coordinated services in an afterschool program to encourage them to avoid gangs and stay in school. Replicable.	Len Johnson Special Emphasis 90-JD-CX-K005	Crime Prevention Association 311 S. Juniper Street Philadelphia, PA 19107	48
SERIAL CHILD ABDUCTORS WHO HAVE MURDERED AND KIDNAPPERS OF NEWBORNS Through this program, Federal Bureau of Investigation agents study the behavior of abductors to improve methods of handling missing children cases.	Robert Heck Special Emphasis 91-MC-CX-A004	FBI Academy Quantico, VA 22135	149

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SERIOUS HABITUAL OFFENDER COMPREHENSIVE ACTION PROGRAM (SHOCAP) This program advances a cooperative interagency process of information sharing to help communities address the problem of serious habitual offenders. Replicable.	Robert Heck Special Emphasis 89-JS-CX-K001	Public Administration Service 8301 Greensboro Drive Suite 420 McLean, VA 22102	34 58- 60
SOUTHEAST ASIAN YOUTH: PRODUCTIVE NOT DESTRUCTIVE This program offers positive alternatives to gang activity to divert youth from becoming involved in gangs.	Eugene Rhoden Special Emphasis 91-JS-CX-0005	Iowa Department of Human Rights Lucas State Office Building Des Moines, IA 50319	37
STATE CLEARINGHOUSE TECHNICAL ASSISTANCE Through this grant, state missing children clearinghouses receive training and technical assistance to improve their handling of missing children cases.	Robert Heck Special Emphasis 86-MC-CX-K004	National Center for Missing and Exploited Children 2101 Wilson Boulevard Suite 550 Arlington, VA 22201	159
STREET OUTREACH TO VICTIMS OF FEDERAL CRIME This program provides intervention services and crisis care for runaways and teenage victims of sexual exploitation in Manhattan, New York. This is an Office for Victims of Crime grant, supplemented by OJJDP funds.	Frank Smith Special Emphasis 90-MU-MU-K001	Paul and Lisa, Inc. 70 Essex Street P.O. Box 348 Westbrook, CT 06498	149
STUDENTS MOBILIZED AGAINST DRUGS IN D.C. Training and technical assistance for student-initiated anti-drug projects at 20 schools in the District of Columbia are provided through this project. Replicable.	Travis Cain Special Emphasis 89-JC-CX-K002	National Crime Prevention Council 1700 K Street NW. Suite 2nd Floor Washington, DC 20006	47

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STUDY TO EVALUATE CONDITIONS IN JUVENILE DETENTION AND CORRECTIONS This study evaluates the conditions under which juveniles are held in secure juvenile detentions and correctional facilities, as mandated by Congress in the 1988 JJDP Act Amendments.	Barbara Allen-Hagen Research and Program Development 90-JN-CX-K004	Abt Associates, Inc. 55 Wheeler Street Cambridge, MA 02138	141
SUPER LEADERS RESIDENTIAL TRAINING PROGRAM This program offers a residential training program and trains a core group of student leaders to resist drugs and alcohol and influence their peers. The program is currently operating in Washington, D.C. and Prince George's County, Maryland. Replicable.	Lois Brown Training, Dissemination, and Technical Assistance 91-JN-CX-0001	Super Teams of the Washington Metro Area 2127 G Street NW. Washington, DC 20052	47-48
TARGETED OUTREACH YOUTH GANG PREVENTION AND INTERVENTION PROJECT Through this grant, youth receive a variety of services at the neighborhood Boys and Girls Clubs and are thereby discouraged from participating in gangs. Replicable.	Len Johnson Special Emphasis 90-JD-CX-K004	Boys and Girls Clubs of America 771 First Avenue New York, NY 10017	30-31 36
TEAMSPIRIT -- A STUDENT LEADERSHIP PREVENTION PROJECT This project promotes peer leadership among high school students by helping them conduct anti-drug activities. Replicable.	Sharie Cantelon Special Emphasis 90-JC-CX-K001 91-JC-CX-A029	Pacific Institute for Research Evaluation 7315 Wisconsin Avenue NW. Suite 900 E Bethesda, MD 20814 National Highway Traffic Safety Administration 400 Seventh Street SW. Washington, DC 20590	47

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TECHNICAL ASSISTANCE AND SUPPORT TO OJJDP This project provides technical assistance to OJJDP and its grantees, the Coordinating Council on Juvenile Justice and Delinquency Prevention, and the Missing Children's Program.	Bonnie Halford Information Dissemination Unit 91-MU-CX-C001	Aspen Systems Corporation 1600 Research Boulevard Rockville, MD 20850	143
TECHNICAL ASSISTANCE AND SUPPORT TO OJJDP TO ENSURE THAT STATES COMPLY WITH THE JJDP ACT This contract provides technical assistance to OJJDP for achieving State compliance with the JJDP Act mandates of deinstitutionalization, separation, and jail removal.	Roberta Dorn State Relations and Assistance 88-JA-CX-C006 91-JT-CX-C012	Community Research Associates, Inc. 115 N. Neil Street Suite 302 Champaign, IL 61820	97-98
TECHNICAL ASSISTANCE TO JUVENILE COURTS Project staff provide training and technical assistance to juvenile court workers to improve the efficiency of court processing.	Frank Porpotage Training, Dissemination, and Technical Assistance 89-JN-CX-K001	National Council of Juvenile and Family Court Judges P. O. Box 8970 Reno, NV 89507	69
TEENS, CRIME, AND THE COMMUNITY: TEENS IN ACTION IN THE 90'S A specialized curriculum to educate youth on how to avoid being victimized by crime is developed and disseminated by the grantee. Replicable.	Travis Cain Special Emphasis 90-JD-CX-K002	National Crime Prevention Council 1700 K Street NW. Suite 2nd Floor Washington, DC 20006	47
TESTING FOR ILLEGAL DRUG USE IN JUVENILE DETENTION CENTERS The project's goal is to develop a comprehensive drug identification, screening, and testing program and to produce operational manuals, training curriculums, and technical assistance for juvenile justice professionals. Replicable.	Peter Frievalds Training, Dissemination, and Technical Assistance 89-JN-CX-K004	American Correctional Association 8025 Laurel Lakes Court Laurel, MD 20707	27-28

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THORNTON TOWNSHIP "YOUTH AND THE LAW" PROJECT This grant provides intervention services for status offenders and nonviolent delinquents.	Len Johnson Special Emphasis 91-JS-CX-0009	Thornton Township Youth Committee 333 East 162nd Street South Holland, IL 60473	62- 63
TRAINING AND TECHNICAL ASSISTANCE CURRICULUM FOR DRUG IDENTIFICATION, SCREENING, AND TESTING IN THE JUVENILE JUSTICE SYSTEM Through this project, a comprehensive training curriculum for drug identification, screening and testing will be developed, tested at two pilot sites and evaluated. Replicable.	Peter Frievalds Training, Dissemination, and Technical Assistance 90-JN-CX-K005	Council of State Governments P.O. Box 11910 Iron Works Pike Lexington, KY 40578	28- 29
TRAINING AND TECHNICAL ASSISTANCE FOR JUVENILE CORRECTIONS AND DETENTION Training and technical assistance are provided by this project to juvenile corrections and detention personnel.	Frank Porpotage Training, Dissemination, and Technical Assistance 87-JN-CX-0003	American Correctional Association 8025 Laurel Lakes Court Laurel, MD 20707	86- 87
TRAINING IN CULTURAL DIFFERENCES FOR LAW ENFORCEMENT AND JUVENILE JUSTICE OFFICIALS This program provides training workshops in cultural and ethnic differences for law enforcement and other juvenile justice personnel to prevent disparate treatment of minority youth.	Peter Frievalds Training, Dissemination, and Technical Assistance 91-JN-CX-0002	American Correctional Association 8025 Laurel Lakes Court Laurel, MD 20707	137
USING THE LAW TO IMPROVE SCHOOL ORDER AND SAFETY Project staff have developed disciplinary codes designed to reduce crimes, implemented them in Chicago elementary schools, and evaluated their success.	Joe Moone Research and Program Development 87-MU-CX-0004	University of Illinois at Chicago P.O. Box 6998 Chicago, IL 60680	42 44

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VICTIMS AND WITNESSES IN THE JUVENILE JUSTICE SYSTEM DEVELOPMENT PROGRAM	Cora Roy Special Emphasis		75
This project implements a model program for victims and witnesses and provides training and technical assistance to help local jurisdictions implement these programs. Replicable.	87-JS-CX-K093	American Institutes for Research 3333 K Street NW. Washington, DC 20007	
	91-JS-CX-K003	Georgia District Attorney's Office 10 East Park Square Suite 300 Marietta, GA 30090	
	91-JS-CX-K005	District Attorney's Office 1421 Arch Street Philadelphia, PA 19102	
	91-JS-CX-K002	New York Crime Victims Assistance Center 42 Chenango Street, PO Box 836 Binghamton, NY 13902	
VOLUNTEER SPONSOR PROGRAM This program matches problem youth with volunteers who can help them reduce recidivism, improve school attendance, and live productive lives.	Len Johnson Special Emphasis 91-JS-CX-0006	Virginia Juvenile and Domestic Relations District Court 4000 Chain Bridge Road Suite 2200 Fairfax, VA 22030	76

For More Information

Readers may desire to obtain a copy of reports referenced in this Annual Report. To obtain copies, call the Juvenile Justice Clearinghouse (1-800-638-8736). The *OJJDP Fiscal Year 1991 Annual Report* was produced under Contract #OJP-92-C-002 with Digital Systems Research, Inc., 4301 North Fairfax Drive, Suite 725, Arlington, VA 22203.

Arrests of Youth 1990, OJJDP Update on Statistics, prepared by the National Center for Juvenile Justice, March 1992.

Juvenile Court Statistics 1989, draft report prepared by the National Center for Juvenile Justice (projected publication date: July 1992).

Juvenile Custody Trends 1978-1989, prepared by the National Council on Crime and Delinquency, February 1992.

Juveniles Taken Into Custody: Fiscal Year 1990 Report, prepared by the National Council on Crime and Delinquency, September 1991.

Reduced Recidivism and Increased Employment Opportunity Through Research-Based Reading Instruction, by Michael S. Brunner, Visiting Research Fellow of the National Institute of Justice (projected publication date: Fall 1992).

School Crime: A National Crime Victimization Survey Report, published by the Bureau of Justice Statistics, September 1991.

Teenage Victims: A National Crime Survey Report, published by the Bureau of Justice Statistics, May 1991.

Telephone Listings

for the Office of Juvenile Justice and Delinquency Prevention

Office of the Administrator	(202) 307-5911
Missing Children's Program	(202) 307-0598
Concentration of Federal Effort Program	(202) 307-0751
Research and Program Development Division	(202) 307-0586
Special Emphasis Division	(202) 307-5914
State Relations and Assistance Division	(202) 307-5921
Training, Dissemination, and Technical Assistance Division	(202) 307-5940
Information Dissemination Unit	(202) 307-0751

For more information about any of the offices or divisions listed in this report or the programs funded by OJJDP, please write to the division listed above at:

Office of Juvenile Justice and Delinquency Prevention
633 Indiana Avenue NW.
Washington, DC 20531